



ВЛАДА РЕПУБЛИКЕ  
СРБИЈЕ



## Support to National Efforts for the Promotion of Youth Employment and Management of Migration

SPANISH MDG ACHIEVEMENT FUND FOR YOUTH, EMPLOYMENT AND MIGRATION  
A UN JOINT PROGRAMME IMPLEMENTED WITH  
THE GOVERNMENT OF THE REPUBLIC OF SERBIA

Responsive to:

- UNDAF Outcome 3.1 Sustainable development plans that effectively respond to the need of people, communities and promote rural development
- UNDAF Outcome 3.7 Improved network of employment services and strengthened employment promotion policies

Programme Title:  
*Support to National Efforts for the Promotion of Youth Employment  
and Management of Migration*

Programme Duration: 30 months  
Fund Management: Pass Through  
Lead Agency: IOM  
Participating Agencies: ILO, UNDP, UNICEF  
Administrative Agent: UNDP  
National Lead Partner: Ministry of Economy and Regional  
Development  
National Partners: Ministry of Youth and Sports, Ministry of  
Labour and Social Policy, Ministry of Human and  
Minority Rights, National Employment Service,  
Centre for Social Work, Republic Statistical  
Office

Total Estimated Programme Budget: **\$ 8,043,000**

Out of which:

- Planned resources:
  - MDG-F \$ 6,143,000
  - Government \$ 1,900,000
- Unfunded budget: \$ 0

<b>UN Organizations and National Partners</b>		
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<p>Mr. Gregoire Goodstein</p> <p>IOM Chief of Mission</p> <p>Date &amp; Seal</p>	<p>Mr. Mark Levin</p> <p>Director, ILO Sub-Regional Office for Central and Eastern Europe</p> <p>Date &amp; Seal</p>	
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## Table of Contents

List of acronyms .....	4
1. Executive Summary .....	4
2. Situation Analysis .....	5
3. Strategies including Lessons Learned and the Proposed Joint Programme.....	11
3.1. Background / Context .....	11
3.2. Lessons Learned.....	16
3.3. The Proposed Joint Programme .....	18
4. Results Framework .....	21
5. Management and Coordination Arrangements .....	51
5.1. Roles and Contribution of Participating Agencies .....	51
5.2. Coordination Mechanism.....	52
6. Fund Management Arrangements.....	55
7. Feasibility, Risk Mmanagement and Sustainability of Results .....	56
8. Accountability, Monitoring, Evaluation and Reporting .....	58
9. Ex-ante Assessment of Crosscutting Issues .....	64
9.1. International Labour Standards on Youth Employment .....	64
9.2. Gender Equality, Rural / Urban Divide and Poverty .....	65
9.3. Social Dialogue.....	65
10. Legal Context or Basis of Relationship .....	66
 <i>Annexes</i>	
Annex 1: Work plan and Budget (first year) .....	68
Annex 2: Summary Notes of Meeting of PMC .....	76
Annex 3: Summary Notes of Meeting of NSC .....	78

## List of Acronyms

ALMP	Active Labour Market Policies/Programmes
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
CSW	Centre for Social Work
GDP	Gross Domestic Product
ILO	International Labour Organization/Office
IOM	International Organization for Migration
JP	Joint Programme
JPD	Joint Programme Document
LFS	Labour Force Survey
LSMS	Living Standards Measurement Survey
MDGTF	Millennium Development Goals Trust Fund Office
MERD	Ministry of Economy and Regional Development
MFA	Ministry of Foreign Affairs
MHMR	Ministry of Human and Minority Rights
MOLSP	Ministry of Labour and Social Policy
MYS	Ministry of Youth and Sport
NAP	National Action Plan
NES	National Employment Service
NGO	Non-Governmental Organization
NIP	National Investment Plan
NSC	National Steering Committee
NTS	National Technical Specialist
PIU	Programme Implementation Unit
PMC	Programme Management Committee
PPP	Public-Private Partnership
PRS	Poverty Reduction Strategy
RSO	Republic Statistical Office
SME	Small and Medium-Sized Enterprises
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNRC	United Nations Resident Coordinator
UNICEF	United Nations Children's Fund
YEF	Youth Employment Fund
YOs	Youth Offices

## 1. Executive Summary

Partnerships for development are at the cornerstone of the Millennium Development Goals (MDGs). The youth employment commitment embedded in MDG8 calls for partnerships between governments, employers' and workers' representatives, civil society and young people themselves *to develop and implement strategies that give young women and men everywhere a real chance to find decent and productive work.*

The Joint Programme (JP) will support national and local institutions to implement policy and operational measures that will increase youth employment in Serbia and reduce the negative impact of return and irregular migration. IOM, ILO, UNDP and UNICEF will implement the JP with institutions mandated to address youth, employment, migration and social policies.

The JP is centred on a three-pronged strategy touching upon policies, institutions and programmes that concur to the delivery of integrated employment and social services targeting disadvantaged young women and men exposed to migration, especially young returnees. It builds on three interlinked outcomes aimed at

- mainstreaming youth employment and migration policy objectives into national development strategies
- strengthening the capacity of national institutions to develop integrated labour market and social services, and
- implementing a package of programmes on employment and social services

Programme interventions will target disadvantaged youth in the 35 municipalities that make up the districts of South Backa, Belgrade and Pejinjski. Each district has been targeted because of having high rates of youth unemployment and poverty and because they are the expected re-settlement destination of many returnees. Local institutions will be supported to pilot innovative employment programmes and social services.

The JP will ensure full ownership through commitment at central and local levels in the development of standards for service provision and engagement of national institutions on replication of action-oriented programmes. The sustainability of the JP is ensured in four ways:

1. The JP is in line with government policy priority to improve youth employment prospects as a means to reduce poverty and safe resettlement of returnees
2. All activities and financial mechanisms will be integrated into policy and programme development, thereby ensuring replication and long-lasting impact of the resources provided by the JP
3. The JP will develop models and tools for employment and social services, which can be replicated on a wider scale to tackle social exclusion and labour market disadvantages
4. The JP will advocate for the inclusion of youth, employment and migration measures into regional policies and private sector development plans, as well as into donor strategies

The JP will contribute to the achievement of the targets set in the *Millennium Development Goals in the Republic of Serbia*, adopted by the Government in 2006. These targets envisage a reduction of the youth unemployment rate by at least one third by the year 2015 as well as substantial reduction of unemployed among people with disabilities, Roma people, refugees and internally displaced persons.

The JP will develop replicable models for integrated service delivery targeting disadvantaged young women and men, especially:

- young Roma returning to Serbia under readmission agreements
- those at risk of social exclusion, and
- those who are prime candidates for emigration

## 2. Situation Analysis

The transition to market economy, years of conflict and economic downturn have worsened the situation of many Serbian youth. Approximately 500,000 young people left the country during 1991-2001 in search of better livelihoods, while hundreds of thousands of refugees and displaced persons exerted dramatic pressure on the country's labour market.

Although economic growth has averaged an annual rate of six percent in the last years, employment outcomes have been rather poor for the overall population and for young people in particular. Box 1 provides an overview of the key labour market indicators for the overall population.

The share of young people 15 – 24 in the overall population declined from 14.2% in 1981 to 13.1% in 2005. The shrink of the youth cohorts are a symptom of the decline in fertility rates and the increase in emigration flows of people in working age.<sup>1</sup> The share of children up to 15 in the overall population declined from 20.5% in 1981 to 15.8% in 2005, while

### Box 1:

#### Overview of Key Labour Market Indicators for the Working Age Population

- In 2007, the labour force participation rate of Serbia was 63.4% (54.9% women and 71.9% men)
- Notwithstanding the strong economic growth experienced over the past several years, employment growth has continued to be negative throughout the period 2000 – 2006. The employment rate further declined from 53.4% in 2004 to 51% in 2007.
- In 2007, the unemployment rate (standard) was 18.8%, with the unemployment rate for women more than five percentage points higher than men
- Unemployment is predominantly long-term, with 80% of the unemployed looking for a job for one year or more.
- Women's inactivity rate is staggeringly higher than that of their male counterparts (45.1% for women and 28.1% for men).
- A significant share of total employment in Serbia is in the informal economy. According to the Living Standards Measurement Survey (LSMS) data, in 2007 informal employment accounted for 35% of total employment.
- Households headed by an unemployed person face a higher risk of being poor. However, the largest portion of the poor in Serbia (67.6%) lives in households where at least one member is employed. Given the average size of households, only one source of income is not enough to keep a family out of poverty.

Source: ILO, *In Search of a Decent Job: Youth Employment in the Republic of Serbia*, ILO Budapest, 2008; RSO, *Living Standards Measurement Study*, Belgrade 2008

<sup>1</sup> According to the 2002 Census around 414, 800 people from Serbia and Montenegro live abroad.

the share of elderly people (65 and over) increased from 10.4% to 17.2% over the same period. These population trends are likely to continue over the next three decades.

Labour market outcomes are particularly poor for youth. Table 1 provides a summary of the key youth labour market indicators, disaggregated by age cohorts and sex that have been constructed on the basis of the most recent household-based data available.

Compared to their adult counterparts, young people continue to experience lower employment (18.7% vs. 51.7% of adults), higher informality (63.2% compared to an overall rate of 43.3%) and higher unemployment (43.7% vs. 18.8%).

In 2007, approximately 33% of young people aged 15 – 24 were in the labour force, young men (38.1%) more than young women (27.9%). Such a low rate of activity is mostly due to school attendance and to the low participation rates of young women (27%), teenagers and youth with low educational attainment (17%).

The youth employment rate was 18.7% in 2007. The employment rate of young women (14.4%) was lower than that of young men (22.6%). During the same year, nearly 34% of youth with tertiary education were employed compared to only 9% for young people with primary education or less.

Nearly 77% of young employed were wage employees (83% women and 73% men). The share of young self-employed out of total youth employment was only 9% (6% women and 12% men). Contributing family members represented 14% of youth employment (11% women and 15% men), nearly three times higher than adults (6%). The share of wage employees on overall youth employment increases with educational attainment.

In 2007, nearly 93% of university graduates were wage employees compared to 49.8% of youth with primary education or less. There is a strong relationship between educational attainment and youth employment by economic sector. In 2007, almost 90% of highly educated workers were employed in services, while almost half (45%) of the least educated were in agriculture.

**Table 1: Key Indicators of the Youth Labour Market in Serbia by Age and Sex, 2007 (%)**

Age Group	Participation Rate	Unemployment Rate	Employment Ratio
<b>All</b>			
15 to 64	63.4	18.8	51.7
<b>15 to 24</b>	<b>33.3</b>	<b>43.7</b>	<b>18.7</b>
<b>Men</b>			
15 to 64	71.9	16.5	60.0
<b>15 to 24</b>	<b>38.1</b>	<b>40.7</b>	<b>22.6</b>
<b>Women</b>			
15 to 64	54.9	21.7	43.0
<b>15 to 24</b>	<b>27.9</b>	<b>48.3</b>	<b>14.4</b>

Source: ILO, *In Search of a Decent Job: Youth Employment in the Republic of Serbia*, ILO Budapest, 2008 (forthcoming); RSO, *Labour Force Survey 2007*, Belgrade 2008

Part-time employment increased from 1% of total employment in 2002 to 7.5% in 2007. Similarly, temporary work and fixed-term contracts increased their share in total employment from 5% in 2002 to 12% in 2007. More young workers than adult are engaged in part-time work (11%) and with temporary contracts (38% young workers compared to 14% adult workers). Box 2 provides highlights of the youth labour market in Serbia.

Numerical estimates from the LSMS indicate that the informality rate for youth has increased significantly (from 41% in 2002 to 50% in 2007), mainly due to the limited availability of remunerative jobs in the formal economy.<sup>2</sup>

Engagement in the informal economy in Serbia is associated with low earnings, poverty and vulnerability. According to the 2007 LSMS data, informal workers faced a higher poverty risk with more than 72% of the total number of employed persons below the poverty line working in the informal economy. Informality is widespread among teenagers and young adults. More men (59%) than women (40%) are engaged in the informal economy. Informality is strongly determined by the level of education of young workers and the economic sector. Nearly 95% of all young workers with primary education were informally employed, compared to 40% of workers with secondary education and 16.3% of higher educated employees.

Engagement in the informal economy in Serbia is associated with low earnings, poverty and vulnerability. According to the 2007 LSMS data, informal workers faced a higher poverty risk: among the total number of employed persons below the poverty line, over 72% were informal workers. Informality is widespread among teenagers and young adults. More men (59%) than women are engaged in the informal economy (40%). Informality is strongly determined by the level of education of young workers

**Box 2:**

**Highlights of the Youth Labour Market in Serbia**

- The youth labour force participation rate is almost half that of adults. In 2007, it was 33.3% (38.1% for young men and 27.9% for young women).
- In 2007, the youth employment rate of 18.1% was one of the lowest among South-East European countries. The employment rate of young women was extremely low (14.4% versus 22.6% for young men).
- More than one third of young workers are engaged in precarious work. In 2007, the share of young workers holding temporary jobs was almost three times higher than that of all-age workers (38% for young workers and 14% for all-age workers).
- Young workers are over-represented in the informal economy, young men more than young women. In 2007, more than half of all young workers had informal jobs.
- Youth unemployment (using the ILO definition) reached the rate of 43.7% in 2007 (40.7% for young men and 48.3% for young women).
- Nearly 70% of the young unemployed in 2007 had been jobless for a year or more. Long-term unemployment affects young men more than young women, young adults more than teenagers and youth with lower educational attainment.
- Young adults not in the labour force and not in school accounted for 14% in 2007, while the share for teenagers was 8% in the same year.

Source: ILO, In Search of a Decent Job: Youth Employment in the Republic of Serbia, ILO Budapest, 2008

<sup>2</sup> The definition of informal employment in the LSMS included: i) persons employed with no social contributions paid; ii) people employed in private, unregistered firms; and iii) people working at home, from door-to-door, in the flea market and in other "informal" workplaces. Republic Statistical Office (RSO), *Living Standards Measurement Study*, Belgrade 2008



and the economic sector. Nearly 95% of all young workers with primary education were informally employed, compared to 40% of workers with secondary education and 16.3% of higher educated employees.

The positive economic growth and the notable increase of the private sector share of GDP has not been sufficient to create enough jobs to absorb the influx of redundant workers and at the same time decrease the unemployment rate. The unemployment rate has climbed steadily from 13.2% in 2000 to over 21% in 2005-2006. Youth unemployment remains a serious challenge for Serbia, with more than 43% of the youth labour force being unemployed in 2007. Another useful indicator that measures youth relative labour market disadvantage is the youth-to-adult unemployment rate.<sup>3</sup> In 2007, this rate was 2.5, indicating that young people were more than twice as likely to be unemployed as adults. Among young people in the labour force, more young women (48.3%) were unemployed than men (40.7%) despite the higher educational attainment of the first compared to the latter. Highly educated young people experience the highest incidence of unemployment.<sup>4</sup> Young people with lower education levels are less exposed to unemployment, but they are disproportionately more likely to be inactive.

The incidence of long-term youth unemployment is quite high, as approximately 70% of the young unemployed in 2007 had been jobless for a year or more. The largest difference in the incidence of long-term unemployment across individual characteristics is between teenagers (47%) and young adults (76%) and between young people with higher (52%) and lower educational attainment (69%).

Inactive young people, excluding students, accounted for more than 11% of the youth population (11.5% of young women and 10.7% of young men). Young adults not in the labour force and not in school accounted for 14%, while the share for teenagers was 6% lower.

Poor youth employment prospects result in widespread poverty and strong pushes to migrate. Labour statistics report that certain young people are more disadvantaged than others. Social class, national origin, sex, educational level, geographical location and disability strongly affect youth employment outcomes. In particular, young people's transition to decent work remains difficult for low-educated youth, especially those living in less developed regions and in rural areas. Individuals with no education or incomplete primary education have the largest poverty index (18.7% in 2007), experience higher inactivity and lower employment rates. In turn, households with inactive and unemployed members have poverty indexes of 11.1% and 12.2%, respectively. The data of the LSMS survey of 2007 indicated that the number of youth, ages 15-19, out of the education system was 16.7%. The data on adolescents not in education reveal that there are sharp differences across individual

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<sup>3</sup> Youth-to-adult unemployment rate is defined as the ratio of youth unemployment rate and adult unemployment rate (share of unemployed adults in adult labour force).

<sup>4</sup> Kolev, A., Saget, C., "Understanding Youth Labour Market Disadvantage: Evidence from South-East Europe", *International Labour Review*, Vol. 144, No.2. 2005. The study conducted by M. Arandarenko found the highest incidence of unemployed among secondary education graduates, especially youth graduating from vocational schools.

characteristics and sex. Nearly half of poor girls were not in education compared to 31% of poor boys; 27% of refugee and internally displaced boys were not in education compared to 19% of refugee girls; and 24% of young men living in rural areas were not in education compared to 17% of young women. Repetition rates in secondary education affect mostly men, youth from less educated families and from the poorest households.

Regional disparities in Serbia are amongst the largest in Europe and they have been increasing over the last few years. The ratio of the most developed and the least developed municipalities – measured by the index of development problems – equalled 1:15.<sup>5</sup> This is reflected in the large regional differences in poverty rates. The poverty index in 2007 ranged from 3% in the urban area of Belgrade up to 18.7% in the rural areas of South-East Serbia. The poverty incidence in rural areas of the same region remained unchanged compared to 2002. These areas had 18% of the poor and only 6.4% of the population. Such large gaps may be accounted for by, among other things, the slower pace of economic restructuring, higher unemployment rates and lower incomes. In 2007, the registered unemployment rate was 39.4% in the Jablanica District and 35.8% in the Pčinja District, compared to a registered unemployment rate for all of Serbia of 26.8%. For both Districts, the employment rate was approximately 13 percentage points lower than the national average.<sup>6</sup> In the same year, the highest wage level was recorded in Belgrade and the lowest in the municipalities in Central and South Serbia.

### Box 3: Key Migration Data

- The LSMS of 2007 reports that 59.2% of migrants moved for family reasons (68.6% for women and 45% for men). Approximately 19% of migrants moved to find better job opportunities, men (30.2%) more than women (12.2%). Forced migration due to war accounted for 9.1% of all migration
- In 2007, estimates of Serbians living abroad were in the range of 1,200,000 to 2,000,000.
- In the target districts of Pcinjski, South Backa and Belgrade, it is estimated that 96,500 young people, or more than 35% of the current youth population, have left their communities and migrated abroad in the last 5 years.
- More than 25% of internal migration from the three target districts is of young people, while that age cohort makes up just over 9% of the overall population.
- More than 41% of recorded voluntary returns to Serbia since 2002 have been to the three target districts.
- More than 63% of recorded voluntary returnees to Serbia since 2002 are Roma, while the population ratio of Roma in the three target districts is only 1.45%
- It is estimated that between 100,000 to 150,000 individuals will return to Serbia in the coming years as a result of the Readmission Agreements signed with European countries

Source: Centre for Monitoring and Evaluation, *Survey of Socio-Economic Situation of Youth in South Backa, Belgrade and Pcinjski Districts*, IOM, 2008

<sup>5</sup> Government of Serbia, *National Economic Development Strategy (2006-2012)*, Belgrade 2007. See also Statistical Office of Serbia, *Living Standards Measurement Study*, Belgrade 2008. The index of development problems is a composite index comprising demographic, economic, educational, infrastructural and environmental indicators.

<sup>6</sup> The “registered” unemployment rate reports the percentage of individuals registered as unemployed with the National Employment Service (NES) over the labour force. Although less reliable than household-based data, administrative data can help get an understanding of local labour market conditions.

The absence of decent work opportunities and the hope of a better future are the main factors pushing youth to migrate internally and abroad. A number of informal surveys of young people between 2005 and 2008 reveal that between 18% and 23% of youth have plans to migrate even knowing the difficulties related to obtaining necessary visas. When the same question was asked of young people – but in the scenario that all visa barriers were removed – between 32% and 41% of respondents stated they would leave. With Serbia's anticipated participation in the Schengen visa regime expected in 2009 or 2010, it is crucial for the needs of young people to be addressed.

Serbia signed a Readmission Agreement with the EU in 2007, and while its implementation will most likely progress over a number of years, it can be anticipated that further pressures will be exerted on the labour market in the areas where these individuals return to. The net effects of the Readmission Agreement is that European countries are now able to rescind the temporary protection or asylum offered to Serbians who do not meet the conditions in a given country for asylum or permanent migration. On the basis of Serbia's agreement to receive these citizens again, it is estimated that between 100,000 to 150,000 Serbians will be return to Serbia, some voluntary and others as a result of escorted return.

If the trends of voluntary return programmes recorded over the past 6 years, through which more than 14,500 returns have occurred, hold true, it can be expected that more than 40% of the returns will be to the districts of Pcinjski, South Backa and Belgrade. Out of the total number of voluntary returns recorded by IOM since 2002, 63.4% declared themselves as Roma, 19% as Muslim / Bosniak, 10.9% as Serbs, and 6.7% as one of a number of other ethnic groups. The unemployment rate amongst returnees was 96.5%. More than 80% stated that they needed assistance in getting identification papers or in other administrative matters; 75% were interested in assistance in finding accommodation; 17.75% needed medical aid; and 35% needed assistance in enrolling their children in schools and securing additional lessons in the Serbian language.

Recent returnees possess little knowledge of how government institutions and social services function in Serbia. A common problem upon return is that young Roma returnees often speak neither Serbian nor Roma language well, further exacerbating their employability and hinders their ability to enter into formal education. Due to the poor living conditions upon return, many individuals attempt to go back to Western European countries through illegal channels.

The depth and intensity of social need is related to the type and level of education, age, health condition and the possible existence of chronic diseases, gender, number of children, the time they spent abroad working or receiving social assistance, return to urban or rural environments, and naturally ethnic differences of Roma against non-Roma. However, due to a long absence from Serbia and the obvious problems with the language and the interrupted or never established social network of friends, relatives and neighbours, returnees find it exceptionally difficult to establish the network of informal contacts that would ensure them basic conditions for social and economic integration.

In Serbia, over 10% (or nearly 800,000 citizens) are considered to be poor. However, by raising only slightly the poverty line, the percentage of individuals considered poor increases to 20% (or almost 1,600,000 inhabitants). Analysis of the individual characteristics of the poor shows that those most exposed to the risk of poverty are unemployed and non self-supporting individuals, those who work in the informal economy, those with a low level of education and those below 25 or above 65 years of age.

### **3. Strategies Including Lessons Learned and the Proposed Joint Programme**

#### ***3.1 Background / Context***

The JP aims to address the youth employment and migration challenges by combining employment and social policy objectives and integrating them into long-term national development goals. It also promotes coordination on employment and social services across national institutions and between the central and local levels. Finally, it proposes to target disadvantaged youth, especially returnees and their families, through gender-sensitive employment programmes linked to social services in the three target Districts.

The Joint Programme is aligned to UNDAF Outcome 3.1 (*Sustainable development plans that effectively respond to the need of people, communities and promote rural development*); and Outcome 3.7 (*Improved network of employment services and strengthened employment promotion policies*). It builds on past and current activities implemented by UNDP in the field of social services, youth and employment; by UNICEF on youth participation, formal and non-formal education and child protection; by IOM on supporting voluntary returns and returnee reintegration, especially of Roma; and by ILO on the development of a youth employment action plan and programmes targeting disadvantaged youth, employment promotion policy and strategies promoting labour market integration of socially-excluded people, especially persons with disabilities.

In recent years Serbia has undergone major economic and political reforms that have begun to address the problems of poverty and social exclusion. Economic reforms have included privatization of productive and financial assets, liberalization of trade, improvement of the business environment, reform of the social security system and review of the labour law.

In 2003, the country adopted its *Poverty Reduction Strategy (PRS)*<sup>7</sup>, a medium-term development framework containing the main strategic guidelines for social development and for the reduction of poverty. This strategy builds on three pillars:

1. development and economic growth centred on job creation and higher income
2. prevention of new poverty stemming from economic reforms, and

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<sup>7</sup> See the Government of Serbia web page on the PRSP, downloadable at [www.prsp.sr.gov.yu/engleski/](http://www.prsp.sr.gov.yu/engleski/).

3. design of and efficient implementation of programmes, measures and activities targeting the poorest and most vulnerable groups, particularly in the least developed regions

In the realm of employment, the PRS pays particular attention to enhance employability of low skilled jobseekers and to increase employment opportunities for the most vulnerable groups of the population.<sup>8</sup>

The *National Strategy for Economic Development (2006-2012)* and the *National Sustainable Development Strategy (2008-2013)* include the following main priorities:

1. establish an enabling business environment to increase competitiveness of the Serbian economy, including the promotion of small and medium-sized enterprises (SMEs) and of foreign direct investments (FDIs)
2. reform economic governance institutions
3. align economic development with social equity objectives
4. develop human capital through knowledge and skills
5. redress regional development disparities

The *Strategy for Regional Development (2007-2012)* sets forth the basic strategic priorities of regional development and the means for its implementation in the mid-term. To reduce regional disparities this strategy proposes public-private partnerships to improve infrastructure and enhance human capital formation. It also foresees targeted programmes to increase the skills-base of the labour force.

The *National Employment Strategy* is centred around the goals of the European Employment Strategy – full employment, improving quality and productivity of labour and strengthening social and territorial cohesion. To increase employment levels and combat unemployment, the National Action Plan on Employment (2006-2008) envisages four main means of action:

1. active labour market measures
2. incentives to enterprises for the recruitment of disadvantaged workers
3. more efficient employment services, and
4. specific packages of services to counter long-term unemployment

The Ministry of Economy and Regional Development is currently drafting, with the technical assistance of the ILO, the *Youth Employment Policy and National Action Plan* of Serbia and is compiling a new *Employment Promotion Law* that set forth the principles of an active policy on employment. The main pillars of the youth employment policy are the enhancement of employability, the creation of new employment opportunities and the promotion of decent work for young people.

The Ministry of Youth and Sport has developed a *National Youth Strategy* which was adopted by the Government in May 2008. In January 2009 the Government also

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<sup>8</sup> As a result of the inclusion of youth employment as a national priority in the PRS, youth employment and unemployment rates are constantly monitored.

adopted an *Action Plan* for the implementation of the Strategy. The *Action Plan* will serve as the basis for further inputs through this Joint Programme.

In 2006, the Ministry of Education (MoE) adopted two strategies to improve the efficiency and effectiveness of the education and training provision: the *Strategy of Development of Secondary Vocational Education* and the *Strategy of Development of Adult Education*. These strategies envisage the:

1. alignment of the vocational education system to European standards
2. reform of vocational courses and curricula
3. introduction of career education and guidance in schools
4. establishment of a flexible system of adult learning
5. increase in the accessibility of education, training and lifelong learning, especially for the most vulnerable groups of the population

The Law on Vocational Rehabilitation and Employment of Persons with Disabilities – to be adopted in the first quarter of 2009 – will serve as the basis for the creation of a *National Strategy for the Professional Rehabilitation of and Employment of Persons with Disabilities and National Action Plan*. The creation of this strategy will be supported with IPA funds during the course of 2009 and 2010.

While Serbia does not have an adopted strategy related to either migration or labour migration, the *Draft National Strategy for the Integration of Returnees* (2005) serves as the basis for the Serbian government's current actions on migration and return. To date, the mandate for working with migration issues has been dispersed among several ministries and agencies. During early 2009, it is expected that the Government of Serbia will make moves to consolidate all migration issues under the mandate of one entity, with the creation of an Agency for Migration being one possible outcome.

Issues related to the inclusion of Roma fall under the mandate of the Ministry of Human and Minority Rights and the Roma National Strategy Secretariat. Several strategies and action plans have been created and or adopted in the past two years, with technical assistance from UNDP including, the *Draft National Strategy for the Integration and Empowerment of the Roma*, the *Action Plan for Issuance of Personal Documentation for the Roma Minority* and the recent adoption (October 2008) of the *National Strategy and Action Plan for Improvement of Roma Status*.

There are a number of development initiatives in Serbia aimed at promoting employment, youth employment and development as well as the social protection. The Joint Programme has taken these initiatives into account during programme formulation and will create synergies with on-going and planned initiatives in order to maximize the impact of interventions.

The ILO Project of youth employment promotion, funded by the Italian government with USD 1.2 million, started to address the youth employment challenge in 2007. The project aims to strengthen the capacity of labour market institutions to design, monitor and evaluate youth employment policies and programmes. The Project's strategy is to:

- i) embed youth employment into overall employment policy as well as other economic and social policies;
- ii) strengthen the capacity of labour market institutions and social partners in the design, monitoring and evaluation of youth employment policies and programmes; and
- iii) implement targeted demonstration interventions through the establishment of an Youth Employment Fund (YEF). The YEF is envisaged to support a number of school-to-work transition activities (including internship schemes, work-experience programmes, enterprise-based training) as well as job creation initiatives such as employment and self-employment incentives.

The European Union is currently financing two projects in the field of employment. The first project provides assistance to the Employment Department of the Ministry of Economy to develop the National Action Plan on Employment for the period 2008-2010. The other initiative aims supports the National Employment Service (NES) in the development of a system for identification of priority occupations and needs of employers. It will also support the drafting of a new internal strategy for the achievement of the outcomes outlined in the *NES Strategy for Change 2008-2010*.

The UNDP is currently assisting the Ministry of Economy to improve the employment opportunities and increase the integration of people with disabilities (PWD) in the workplace. A feasibility study of sheltered workshops that are in the pipeline for privatization will be carried out to assess their current potential and explore how to shift their focus from a social to an entrepreneurial setting. Sheltered enterprises will participate in a cost-benefit analysis and receive grants based on business plans developed for a period of three years.

The Social Innovation Fund is an ongoing programme of the Ministry of Labour and Social Policy, implemented in cooperation with the UNDP and supported by the European Agency for Reconstruction (EAR), the Government of the Kingdom of Norway and the Government of Great Britain. The Social Innovation Fund aims at developing local social protection services by incorporating lessons learned from local initiatives into strategic decisions. Since the launch of the Social Innovation Fund, EUR 6 million has been invested in more than 200 community-based social protection projects. The activities of the Social Innovation Fund make it one of the most important instruments in the development of a sustainable and equitable social protection system in Serbia.

During the period of 2004-2007, the Swedish International Development Agency financed a major technical assistance project aimed at improving the efficiency of the NES. In particular this project focused on:

- i) the reform of the NES structure and organization;
- ii) strengthening of the capacity of Local Employment Councils;
- iii) the establishment of a management-by-objective system;

- iv) the provision of more client-oriented employment services;
- v) the development of an external communication strategy; and
- vi) increasing gender awareness among NES staff.

IOM recently received funding from the Italian technical cooperation funding (EUR 1.2 million) to support the Ministry of Youth and Sports in setting up the network of youth offices at the municipal level. The project also aims at improving the social inclusion of youth by promoting their involvement in local communities.

The UNDP will be supporting the Ministry of Youth and Sports during the implementation of the National Youth Strategy (2009-2011). Specifically, the project aims at strengthening the capacity of the Coordination Unit (MYS) to monitor the implementation of the Strategy and to provide small grants for NGO projects developed and implemented in cooperation with local Youth Offices.

The Ministry of Education has number of initiatives in the pipeline under the EU Instrument of Pre-Accession (IPA 2009 and IPA 2010) to improve the access of vulnerable groups to formal and non formal education, as well as improving education infrastructure (*Education Infrastructure Investment Programme*, EUR 23 million) and the education information system (*Provision of Equipment for the Education Information System*, EUR 1.3 million). Additional planned initiatives include:

- establishment of virtual enterprises in vocational education training (VET) schools,
- introduction of entrepreneurship education (*Implementation of the Oslo Agenda for Entrepreneurship Education*, EUR 1.9 million);
- development of a national examination system (€4 million)
- establishment of a functional system for the provision of adult education (*Second Chance – Systemic Development of Elementary, Practice-Based Adult Education*, EUR 7.5 million)

The *Preparedness, Planning and Economic Security Programme* (PPES) funded by USAID, has set as one of its goals for the next period the promotion of entrepreneurship and the strengthening of leadership, business and communication skills among young people. The programme will provide support to young people directly and to institutions responsible for youth development and entrepreneurship.

In southern Serbia, the ILO, UNDP and UNICEF are expecting to implement a Joint Programme (USD 8 million) from 2009 - 2011 to promote inclusive social development in the Jablanica and Pcinjski districts. The programme aims at enhancing community cohesion and human capital, improving provision and equitable access to public services (basic health and education), including youth-related infrastructure and programmes, strengthening economic development and improving the capacity of local governments to manage migration. This Joint Programme is expected to be funded by SIDA, Swiss Development Cooperation (SDC), Government of Norway and UNDP's Bureau for Crisis Prevention and Recovery.



The MDG Fund has approved a concept paper for a Joint Programme on Conflict Prevention and Peace building that will involve UNDP, UNICEF, UNHCR, IOM, and UN Habitat as partners. The USD 2.5 million programme will promote social cohesion among communities in South Serbia, particularly addressing the needs of IDPs. Activities expected during the period of 2009 – 2011 will include the strengthening of three municipal youth offices in the region and development of programmes for inter-ethnic collaboration and conflict management among youth.

UNICEF, the Council for Child Rights and Serbian Republican Statistics Office are currently partnered together in a project that promoted the use of DevInfo for the strategic planning of defining and improving the status of children on a local level in 5 municipalities in Serbia (one from Pcinjski district). Funded by SDC, this USD 100,000 project will be implemented during 2009 to 2010.

### ***3.2. Lessons Learned***

The main lessons learnt by the UN participating Agencies and national institutions during the formulation and implementation of youth employment and migration initiatives can be summarised as follows:

- *The formulation and implementation of youth employment and youth migration policies are of the essence to address the youth employment challenge in Serbia. It is equally important that youth employment and migration targets be part of national development frameworks and plans.* Youth employment priorities cannot be achieved through fragmented and isolated interventions. Rather, they require sustained and concerted action – by several actors – over an array of policy areas. For these reasons, youth employment targets – i.e. those aimed at improving employment prospect and at managing migration of young people – have to be part of Serbian development frameworks, strategies and plans. The approaches to address youth employment needs to be based on multi-sectoral interventions that simultaneously tackle labour demand and supply, address quantity and quality of employment and balance preventive and curative measures.
- *Policies aimed at improving employment prospects of young people should have a wider scope, while programmes need to be targeted to those who are more disadvantaged in the labour market, especially youth with low educational and training levels and young people living in rural areas.* Measures aimed at addressing the youth employment challenge have mostly focused on sporadic programmes to curb unemployment in urban areas. Young people with high levels of education have usually been the prime target of these interventions. Fewer resources have been devoted to develop national policies and, at the same time, implement targeted programmes to redress the disadvantages that cumulate over many young workers in rural areas.
- *Policy- and decision-makers need to take into consideration the risk factors associated with neglecting disadvantaged youth who are at risk of social exclusion.* Labour market measures adopted in Serbia over the recent past, have

largely neglected the need to combine the provision of employment with that of social services. Many interventions targeted highly-educated youth while less attention was paid to targeting the most disadvantaged in the labour market and in society. Labour market institutions are now facing the challenge to develop strategies and measures to “treat” hard-to-place jobseekers. Evidence from evaluation of labour market programmes shows that these interventions work when they are well designed and targeted to disadvantaged people so as to place them into private sector jobs through a combination of measures.

- *Employment measures need to take into consideration that labour market interventions aimed at addressing multiple layers of disadvantage faced by many young people need to be offered as a comprehensive package of employment and social services.* This was indeed an important lesson that proved successful in the implementation of employment programmes in Serbia. For instance, successful employment programmes for illiterate young Roma had components of functional literacy, motivation and career orientation training – helping them to make educational choices in line with labour market requirements – as well as a combination of institution- and enterprise-based training and job-placement schemes.
- *Vocational education and training plays a major role in helping youth finding their place in the labour market.* Education and training reforms in Serbia have been largely neglected during the transition to a market economy. Little attention has been paid to methodologies and approaches that are employment-oriented and flexibly adaptable to the needs of participants. As a result, the little labour market training that is provided by employment programmes to counter education failures is often delivered by secondary education schools that, paradoxically, were the main cause of the failure. In other words, public expenditure is doubled for initiatives that are bound to fail.
- *The design of youth employment policies and programmes needs to be informed by regular monitoring and evaluation exercises that bring focus on what works for whom and why.* For instance, a quick review of the progress indicators set by the employment policy of Serbia in 2004 suggests that most of the labour market targets set for 2007 have not been reached. The failure to continuously monitor progress caused to overlook the constant worsening of labour market indicators. No action was taken to adjust policy interventions with the result that – three years into implementation –the employment strategy targets remain largely unmet.
- *Representatives of local authorities, the social partners, civil society and the private sector have a better knowledge of the needs of both young people and the labour market.* It is important to acknowledge and understand the different roles among local institutions, the civil society and the private sector. The involvement of a wide array of stakeholders is one of the best ways to devise strategies and approaches to tackle youth employment at local level. They can mobilize interest and resources and channel them to action that results in better employment outcomes for young people. Effectiveness and impact of employment measures is greater if they are implemented in concert with local authorities. However,

decentralization needs to be synchronized with effective coordination at (and assistance from) central level. A corollary of this lesson is that devolution of implementation to local authorities needs to be accompanied by decentralization of funding.

- *The empowerment and active participation of local stakeholder leaders results in a more significant impact when implementing centralized funding mechanisms.* Utilizing a local coordination mechanism to establish policies, targets, identify needs, set priorities and to monitor the ongoing progress and final impact of programs and/or interventions where the funding decisions get made at a central level is a good model for ensuring that empowerment rests in the hands of local stakeholder leaders.
- *Working with the returnee population requires a multi-faceted and integrated set of services to minimize the risks of re-migration.* Because the needs of the returnee population are varied and multi-layered, a case management approach aimed at “treating” the individual with a range of services that address each and every disadvantage they might face is crucial to ensure real and sustainable re-integration.
- *Availability of information to young returnees helps them re-settle in their places of origin.* Limited communication between local communities and those abroad constitutes an obstacle for those wishing to return, who may be unaware of employment and investment opportunities in their country of origin.

### ***3.3 The Proposed Joint Programme***

The proposed JP is centred on a three-pronged strategy touching upon policies, institutions and programmes that concur to the delivery of integrated employment and social services targeting disadvantaged young women and men exposed to migration, especially young returnees. It builds on three interlinked Outcomes aimed at:

- mainstreaming youth employment and migration policy objectives into national development strategies
- strengthening the capacity of national institutions to develop integrated labour market and social services, and
- implementing a package of programmes on employment and social services

Programme interventions will target disadvantaged youth in the 35 municipalities in the Districts of South Backa, Belgrade and Pcinjski that are highly affected by youth unemployment and poverty and that are expected to be the re-settlement destination of many returnees.

The expected results by the end of the Programme include:

- improved knowledge and understanding of integrated policies and measures to tackle youth employment and migration

- more prominent focus on youth employment within national development frameworks
- a national policy on management of labour migration and an improved capacity of the Serbian government to tackle youth migration
- an inter-institutional system combining employment and social services for disadvantaged youth
- a comprehensive package of gender-sensitive programmes in the realm of youth employment and social protection available at local level
- a system for replicating and scaling-up pilot programmes country-wide

The Programme will place strong emphasis on capacity development of decision-makers, managers and staff of participating central and local institutions as well as social partners to better design, monitor and evaluate policies, strategies and action-oriented programmes on youth employment. The lead national partner is the Ministry of Economy and Regional Development with other national partners including:

- Ministry of Youth and Sport
- Ministry of Labour and Social Policy
- Ministry of Human and Minority Rights
- National Employment Service
- Centre for Social Work
- Republic Statistical Office
- Workers' and Employers' organizations

At a local level, the Programme will work through a local coordination mechanism, further referred to as Local Councils, that will consist of representatives of municipal authorities, NES branch offices, CSWs, municipal youth offices, employers' and workers' organizations, education professionals, civil society organizations, and the private sector.

Local Councils are mechanisms that already exist in a number of municipalities throughout Serbia and will serve as the basis for effectively attracting YEF investments within their municipality and ensuring the effectiveness of those investments. UNDP will carry out an initial assessment of the capacity of Local Councils in all of the municipalities within the target districts to address municipal-level youth employment challenges.

Under the overall guidance of the United Nations Resident Coordinator, four Agencies – ILO, IOM, UNDP and UNICEF – will provide technical assistance for the implementation of the Programme. The participation of these Agencies will bring a more refined youth employment and migration focus to the ongoing work of the UN Country Team. Furthermore, it will contribute to the development of national capacity in meeting the obligations envisaged by international human rights treaties and international labour standards, particularly those relevant to young people.

The strategy of the Joint Programme is based on a set of coordinated interventions that draw on the expertise and added value of the four participating UN Agencies, as well as of national and local partners. It will build on the prior and ongoing work of the:

- UN Country Team on the youth development strategy
- ILO and UNDP on employment promotion policy, including employment of persons with disabilities
- UNDP and UNICEF on youth development, social services and civil society
- IOM on migration issues, including voluntary return and readmission

The youth employment policy components of the Joint Programme will build on the current work of the ILO on the development of a National Action Plan on Youth Employment as well as the strengthening of the capacity of national labour market institutions and the social partners to design, monitor and evaluate employment programmes targeting disadvantaged youth. The establishment of a long-term financial mechanism to implement employment measures will benefit from – and contribute to – the establishment of the Youth Employment Fund envisaged by the ongoing ILO project on youth employment promotion in Serbia.

Technical assistance provided by the UNDP to Local Councils will be instrumental to the efficient and effective administration of employment programmes at local levels.

IOM's inputs to the development and adoption of a labour migration policy will be key to Serbia addressing an important regional social issue.

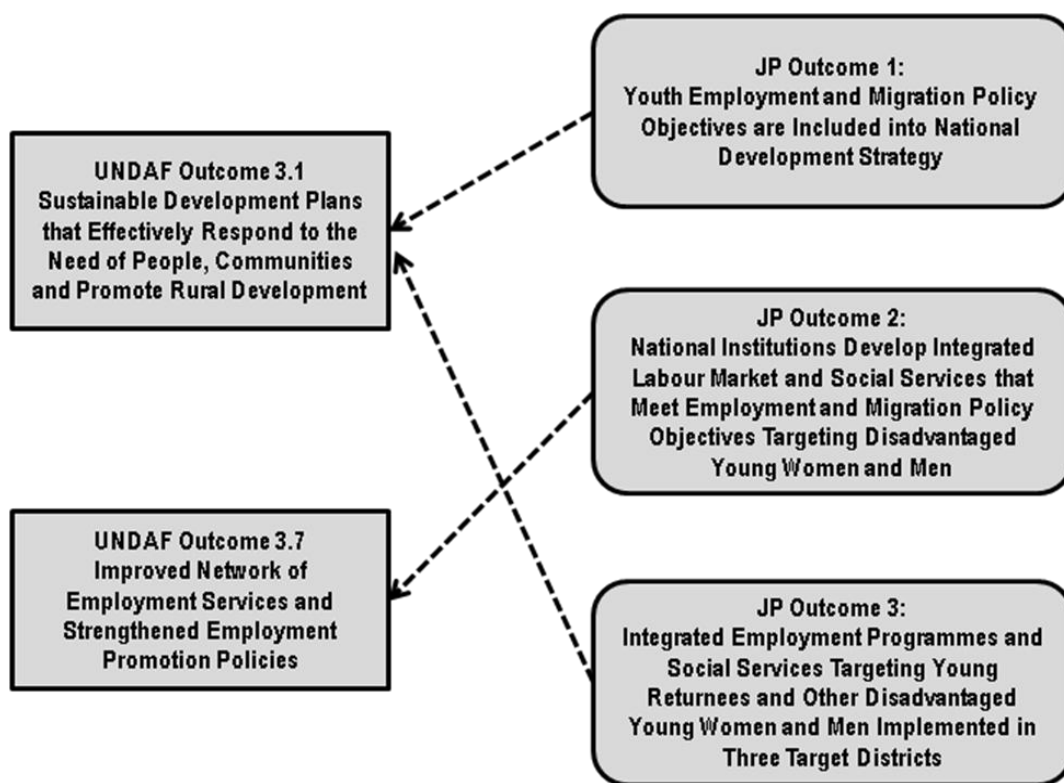
DevInfo tools and processes supported by UNICEF will bring value to, and be enriched by, the work on statistics and indicators on youth employment and migration.

#### 4. Results Framework

The proposed Joint Programme is aligned to Serbia's UNDAF. As shown in Figure 1, the JP Outcomes contribute to the achievement of UNDAF Outcome 3.1 and Outcome 3.7.

The proposed Joint Programme will also lead to the development of *partnerships for decent and productive work for youth* (MDG8) and contribute to the achievement of the employment targets established by Serbia's MDG Monitoring Framework through joint action.<sup>9</sup> The outputs together with indicators, baselines, implementing partners, indicative activities and resources are detailed in *Table 2: Summary of Results Framework*.

Figure 1: Relationship Between UNDAF and JP Outcomes



The section below illustrates the links among outcomes that cut across main activities and outputs leading to the results that are expected by the end of the Joint Programme.

<sup>9</sup> The *Millennium Development Goals in the Republic of Serbia – Monitoring Framework*, adopted by the Government in 2006 targets a reduction in the youth unemployment rate from 47.7% in 2005 to 26% in 2015; a reduction in the unemployment rate of Roma from 32% to 25%; and a reduction in the unemployment among refugees and IDPs from 39% to 25%.

## **JP Outcome 1: Youth Employment and Migration Policy Objectives are Included into National Development Strategy**

### ***JP Outcome 1.1 Knowledge base on youth employment and migration improved to inform national development strategy and action plans***

Results include the development and use of a set of statistical indicators on youth employment, informal employment, internal and international youth migration, and young people's social protection. A survey on the international migration patterns of Serbian youth will be instrumental to fill the knowledge gap in this area and to construct a baseline against which it will be possible to monitor trends. These newly identified indicators will be incorporated into an updated and expanded DevInfo database and will be made available to all DevInfo users in Serbia.

The coordinated activities under this involve ILO, IOM and UNICEF. Activities under this outcome are key to developing a strong set of knowledge to be used in tracking the success of this joint programme as well as in identifying avenues for further intervention by the Serbian government in the area of youth, employment and migration.

#### *Output 1.1.1 15 statistical indicators on youth employment, informal employment and internal migration developed and used for policy-making purposes by the end of the first year of the JP*

The ILO will adapt the school-to-work transition survey methodology, develop a training tool for Serbian users and producers of statistical data, as well as coordinate with MERD the collection and analysis of data on youth employment, informal employment and internal migration. The ILO will provide technical assistance to national partners to develop a set of 15 youth employment indicators to be used for systematic monitoring of the youth labour market in Serbia

#### *Output 1.1.2 One survey on international migration patterns of Serbian youth conducted by the end of month 18 of the JP*

Working in partnership with the Serbian Republic Statistics Office (RSO), IOM will develop a research instrument to detect youth emigration flows and returns. The survey will seek to identify existing measures to support reintegration of returnees into the labour market. After establishing survey modalities and sampling procedures, the IOM will partner with the RSO to conduct the survey, analyze the data and present key findings of the survey to key stakeholders. A roundtable of both users and producers of indicators will be organized in order to generate a set of action-oriented recommendations. The results of the survey and of the roundtable will be published and disseminated.

*Output 1.1.3 At least 5 key youth migration indicators developed and used for policy making purposes at both the national and local level by the end of the first year of the JP*

Building on the activities under *Output 1.1.2*, IOM will partner with MERD, MYS, MHMR and the PRSP, to identify and develop for use at least 5 statistical indicators focused on international youth migration. These indicators will be developed as a result of training workshops organized by IOM for representatives of institutions mandated to address emigration and returns as well as representatives of young people. The monitoring of these newly developed youth migration indicators will inform policy-makers on progress achieved in this area.

*Output 1.1.4 At least 10 key indicators for youth social protection developed and used for policy making purposes at both the national and local level by the end of the second year of the JP*

UNICEF, partnering with the RSO, MLSP and MYS, will establish a national team to define indicators and meta data on youth social protection. This team will subsequently develop clear guidance for the collection and reporting on indicators at both a national and local level. UNICEF will ensure that social protection indicators are integrated with indicators developed under *Outputs 1.1.1* and *1.1.3* on youth employment and migration.

*Output 1.1.5 DevInfo database system and data collection processes upgraded with the integration of new sets of indicators on youth employment, migration and social protection by the end of the second year of the JP*

UNICEF has been working to institutionalize the use of DevInfo as a valuable tracking and policy planning tool for both national and local level stakeholders in Serbia. Activities under this output will focus on upgrading the existing DevInfo software to incorporate the newly identified sets of indicators on youth employment, migration and social protection.

Once the DevInfo upgrade is in place, UNICEF will train all relevant national and regional counterparts in the use of the upgraded DevInfo system, data collection and reporting processes, so that the new data fields can be populated with available data and the instruments for collecting missing data are defined. Once this process is concluded, UNICEF will consult with and provide recommendations to MDG, PRS, and other relevant teams on the integration of the indicators into their monitoring plans and systems, as well as into any relevant legislation.



***JP Outcome 1.2 Policy on management of labour migration, including returns of young Serbians, developed and linked to employment policy and strategies***

Results include the creation of an inter-institutional working group tasked to design a national labour migration policy and national action plan to be adopted by the Serbian government. Activities under this outcome will fall under the responsibility of IOM, but will benefit from consultation with ILO. Building on the indicators and analyses developed under *JP Outcome 1.1*, IOM will assist the Serbian government in using an evidence-based approach to policy design and action planning.

*Output 1.2.1 An inter-institutional working group established to design a labour migration policy and national action plan by the end of the first year of the JP*

Bringing together key officials of MERD, MLSP, MHMR, MYS and government agencies that have a stake in labour migration, the IOM will establish an inter-institutional working group and provide technical assistance in the definition of its role, tasks and responsibilities. The IOM, also in partnership with MERD, will organize a strategic planning workshop during which the initial frame of the labour migration policy and action plan will be mapped out.

*Output 1.2.2 A national policy on labour migration and an accompanying action plan with specific priorities and outcomes adopted by the Serbian Government by the end of the JP*

The adoption of a national policy on labour migration, accompanied by a result-focused action plan, is key to moving Serbia forward in addressing this pressing issue. To this end, and based on the mapping generated during the strategic planning workshop held under *Output 1.2.1*, IOM and MERD experts will jointly review the current administrative, operational and legal aspects of labour migration management in Serbia.

Looking at both the European Union and at the broader international policy and legal framework, IOM will identify and provide analyses to MERD on best practices in both labour migration policy and legislation so that they can be used in the creating of a policy in Serbia. IOM will then offer a specific training to the key policy development stakeholders in the specific process of developing a labour migration policy and will couple that training with ongoing technical assistance to working group to draft a policy and action plan on labour migration that is coherent with key national strategies.

In order to ensure the adoption of the policy by the Serbian government, IOM will provide continued assistance, inputs and consultations during the adoption process. Once a policy has been adopted, IOM will carry out consultations with returning countries to facilitate returnees' re-entry into Serbia's labour market.

***JP Outcome 1.3 Youth employment and migration targets included in national development strategy***

Results include technical assistance and advisory services to identify youth employment and migration targets to be embedded in the national development policy and budgetary planning frameworks of Serbia. This work will be accompanied by an advocacy campaign run by organizations representing the interests of young people lobbying for such inclusion.

Activities under this outcome are a direct progression of the results achieved under *Outcomes 1.1 and 1.2*, and provide another opportunity for effective coordination and synergies between UNDP, IOM and ILO.

*Output 1.3.1 An advocacy campaign conducted by the end of the first year of the JP by organizations representing the interests of young people to prioritize youth employment and migration targets in national development policies*

UNDP will design a terms of reference for the advocacy campaign that will require the selected CSO to use a participatory process in the identification and selection of the key issues and objectives to be highlighting through the campaign itself. The selected CSO will use the public medium for lobbying the Serbian government to incorporate these issues into their national development policies and planning, while, under *Outputs 1.3.2 and 1.3.3*, IOM and ILO will work directly with Serbian government stakeholders to provide technical assistance towards the same goal.

*Output 1.3.2 Youth employment targets are included in national development strategies and budgetary planning frameworks by the end of the first year of the JP*

Based on the youth employment indicators developed under the aegis of the JP and the *Serbian Youth Employment Policy and Action Plan*, the ILO will provide technical assistance to MERD to identify measurable youth employment targets to be included into national development and budgetary planning frameworks. Such work will complement and contribute to the activities that follow below, carried out by IOM.

*Output 1.3.3 Youth migration targets are included in national development strategies and budget planning frameworks by the end of the first year of the JP*

IOM, working with MERD, and in coordination with ILO (see *Output 1.3.2* above), will conduct a staff development programme to review national development strategies and targets. Using indicators developed under *Outcomes 1.1 and 1.2* and other key migration related data, IOM and MERD will identify measurable youth migration targets for national development strategies. Technical assistance will then be provided to embed these targets into both national development and budgetary planning frameworks.

**JP Outcome 2: National Institutions Develop Integrated Labour Market and Social Services that Meet Employment and Migration Policy Objectives Targeting Disadvantaged Young Women and Men**

***Outcome 2.1 A system integrating labour market, migration and social services for youth established and functioning***

Results include the development of an integrated service delivery system reaching out to disadvantaged young women and men. This outcome will set the framework and methodology for the local interventions anticipated under *JP Outcome 3*. ILO is the key responsible UN agency for this outcome.

***Output 2.1.1 An integrated service delivery system that reaches out to disadvantaged youth is developed and operationalized by end of month 18 of the JP***

The ILO will provide technical assistance to MERD to establish an inter-ministerial coordination mechanism that brings together the MLSP, MYS, NES, CSW and other stakeholders. This inter-ministerial mechanism will:

1. review best practice of national and regional systems that integrate labour market, migration and social services
2. identify the key features of the Serbian integrated service delivery system
3. design the specific services – and their mix – to be provided
4. draft the procedural framework for operationalizing the system.

Such a procedural framework will serve as the basis for the capacity building of NES staff as well as for the local-level interventions planned under *JP Outcome 3*. To ensure the sustainability of interventions, the ILO will provide support to the inter-ministerial mechanism to monitor and evaluate progress in mainstreaming integrated service delivery in the regions targeted by the JP.

***Outcome 2.2 The capacity of the National Employment Service, Ministry of Labour and Social Policy and Ministry of Youth and Sport to deliver targeted youth employment and social services strengthened***

Results include capacity building of key national ministries and institutions to operationalize the integrated service delivery system as designed by the inter-ministerial coordination mechanism in *Outcome 2.1*. Specific interventions will be targeted in line with the ongoing change management efforts within each entity. A clear operational mechanism for making and receiving referrals of disadvantaged young men and women between entities will be established that will solidify the value that an integrated service delivery system can bring.

This outcome is key to the creation of the procedures and operational guidance needed for the local interventions anticipated under *JP Outcome 3*. ILO and UNICEF are the responsible UN agencies involved in delivering this outcome.

*Output 2.2.1 A referral system for integrated service delivery that targets disadvantaged youth developed and in use by the NES by the end of the second year of the JP*

The ILO will build the capacity of NES staff to mainstream the profiling and targeting system developed under the Youth Employment Policy and Action Plan to young returnees. This work will be accompanied by the development of tools and guidelines to better enable the employment service to manage referrals of returnees and disadvantaged youth women and men. In addition, the ILO will assist the employment services in mainstreaming the referral system within NES branch offices and in conducting the first monitoring cycle to measure the impact of the new system in targeting disadvantaged youth.

*Output 2.2.2 Methodology, guidelines and minimum content requirements of annual operational actions plans of CSWs agreed by MLSP and elaborated in Handbook for Operational Planning for CSWs by end of second year of the JP*

UNICEF will provide technical assistance to MLSP to move more rapidly forward on a set of major reforms recently launched that will radically change the way that the Centres for Social Work operate. For the first time, the Centres for Social Work will be implementing a case management approach in service provision. To this end, MLSP adopted, in mid 2008 a new Rulebook on the organization, normative and standards of work in the Centres for Social Work. The Rulebook introduces a number of changes that will lead to a more efficient operationalization of social protection at local level and provide a systemic basis for the development of a more integrated approach to social services.

UNICEF will provide technical assistance to MLSP to establish the minimum requirements for the creation of operational action plans for each CSW and devise a methodology of accrediting these plans. UNICEF will work with the MLSP to ensure that considerations are made to embed the continued development of a local level referral system for disadvantaged youth into this standard and review process. Furthermore, once agreed upon with the MLSP, UNICEF will provide assistance in the development of the Handbook for Operational Planning for CSWs that will be used as the standard document for all CSWs in Serbia.

*Output 2.2.3 A referral mechanism to employment and social services that targets disadvantaged youth developed and in use by the MYS and relevant Youth Offices by the end of the second year of the JP*

Working in partnership with the MYS, UNICEF will provide technical assistance for defining the mandate for Youth Offices in promoting the social inclusion of disadvantaged youth. Youth Office staff will be trained to provide accurate and youth-friendly referral assistance to employment and social services.

A “Right-to-Know” guide developed jointly by MYS and UNICEF on national and local legislation and systems will assist youth in better understanding their rights and available benefits and services. The dissemination of this publication will ensure that all components of the integrated service delivery system are made known to the targeted public: disadvantaged young men and women.

***Outcome 2.3 A long-term national financial mechanism to implement employment measures targeting disadvantaged youth established and implemented***

Results include the development of the management and monitoring arrangements for the operations of the YEF (see also the outputs under *JP Outcome 3*), the establishment of a performance monitoring system for the national employment services and the development of a mechanism for leveraging additional resources using public-private partnerships (PPPs) for youth employment. The establishment of a long-term national mechanism to fund targeted employment programmes will sustain policy implementation and the attainment of agreed targets.

This outcome is important for putting in place a sound and sustainable foundation for the YEF and for attracting additional resources that will help to ensure its rollout to other districts within Serbia in addition to the three districts targeted under *JP Outcome 3*. ILO and UNDP will coordinate their activities to delivering outputs under this outcome.

*Output 2.3.1 By the end of the JP, the Youth Employment Fund (YEF) finances employment interventions to smooth the transition to decent work of young returnees and other disadvantaged youth*

The JP will provide \$ 1.9 million to the Youth Employment Fund (YEF), established in Serbia with the assistance of the ILO Project on *Youth Employment Promotion*. The initial co-funding by the JP will be gradually phased out, with the government taking full financial responsibility by the end of the Programme. The Youth Employment Fund will be key to channel the resources made available by the Joint Programme, public funding for active labour market programmes and regional development

initiatives, as well as those raised through private sector contributions.<sup>10</sup>

This partnership will provide convincing arguments for the establishment of a permanent employment and social fund – similar to the structural funds of the EU and the social funds existing in many countries around the world – financed by the government. The ILO will partner with MERD and NES to:

1. extend the coverage of the YEF to the most disadvantaged youth and young returnees in the three target districts
2. design gender-sensitive programmes geared to ease the transition of disadvantaged youth to decent work
3. develop partnership agreements between national and local authorities and the private sector for the implementation of programmes targeting youth.

*Output 2.3.2 A monitoring system to assess performance and cost-effectiveness of active labour market programmes developed and in use by labour market institutions by the end of the JP*

The evaluation of the employment impact of the programmes financed by the YEF will distil lessons for the development of a long-term approach for financing and implementing active labour market policies (ALMPs) at national level. It is anticipated that the employment fund will become an important pillar of the active policy on employment, which is being forged by the MERD with the technical assistance of the ILO. The development of a performance monitoring system to be used by the NES branch offices implementing active labour market programmes will be instrumental to the running of net impact evaluation exercises.

*Output 2.3.3 A framework for PPPs for youth employment developed and in use by labour market institutions by the end of the second year of the JP to mobilize resources for youth employment*

This set of activities, to be implemented by the ILO, is geared to provide technical assistance to labour market institutions to develop a framework for the promotion of public-private partnerships to channel both human and financial resources toward action on youth employment. The development of a PPP framework will be instrumental to set the stage for youth employment initiatives with the private sector as detailed below.

*Output 2.3.4 At least 10 private enterprises are contributing to selected youth employment initiatives through CSR by the end of first year of the JP*

Building on its work on corporate social responsibility (CSR), UNDP will conduct

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<sup>10</sup> In 2007, the Government of Serbia spent US\$ 45 million on employment services and programmes for the unemployed (nearly 42% of which for measures targeting youth below 30). In the same year the Regional Development Fund granted US\$ 257 million in long-term and short-term credits.

research on the specific labour needs of enterprises and identify PPP best practices that have helped to address some of these needs. Based on the PPP framework designed, UNDP, in partnership with MLSP and NES, will promote opportunities for PPPs on youth employment through the YEF, with specific focus on crafting partnerships that benefit the most disadvantaged groups of young women and men.

While one benefit of private companies engaging in a PPP within this programme is the additional resources that may be elicited for the employment and/or training of young people, UNDP will also work to ensure the high visibility of these PPPs as a way of promoting the concept and encouraging more companies to be positive models for addressing the key issues of youth employment in Serbia. UNDP will carry out this visibility program by holding special events, press conferences and by issuing publications and press releases that highlight the specific successes and best practices of these partnerships.

**JP Outcome 3: Integrated Employment Programmes and Social Services Targeting Young Returnees and Other Disadvantaged Young Women and Men Implemented in Three Target Districts**

***Outcome 3.1 Local partnerships for youth employment strengthened to coordinate implementation of employment programmes that are linked to social services***

Results include the strengthening of municipal-level partnerships to gather and analyze key data on the situation of youth at a local level to develop evidence-based services aimed at increasing youth employability and minimizing migration pushes faced by disadvantaged young men and women. The strengthening of service providers at local level, such as the NES branch offices, municipal CSWs and Youth Offices, and capacity building of their staff will provide an opportunity to demonstrate the effectiveness of the integrated service delivery approach and to make the needed adjustments to the process designed at national level to ensure a higher level of performance.

It is under this outcome that the greatest synergies of the JP will be achieved, since it builds directly off the substantive results achieved under *JP Outcomes 1 and 2*. UNDP, UNICEF and IOM all play key roles under this outcome. While each output falls under the specific responsibility of one agency, both timing and content of inputs by each agency are coordinated to maximize the expected results.

*Output 3.1.1 At least 6 municipalities in the three target districts develop evidence-based policies and strategies on youth employment, migration and social protection by the end of the of the JP*

Building on the DevInfo database update under *Output 1.1.5*, UNICEF will partner with ten to fifteen municipalities within the three target districts to identify and train local DevInfo focal points and to adopt or modify indicators to be appropriate to a given municipality. UNICEF will train local technical teams in data collection and will ensure that all available data on a local level is gathered and entered in the DevInfo database.

UNICEF will provide further inputs to at least six of the above municipalities, chosen in accordance with the availability of their own resources, by providing them with the necessary resources (IT and other equipment) and provide them with ongoing mentoring and coaching. This technical assistance will result in the annual production of municipal reports in at least these six municipalities. Concurrently, UNICEF will work with members of Local Councils (for information on the composition of Local Councils, see *Output 3.1.2*) to build their capacity for analyzing the available data and for generating in evidence-based policy. Some examples of policies or practices to be generated are:

- specific intervention modalities need by that municipality under the YEF
- incorporation of specific targets within Municipal Strategic Plans
- identification of goals to be achieved by the activities of a municipal Youth Office
- inputs to specific activities to be outlined in a local CSW annual operational plan.

In keeping with the JP's principle of ensuring replicability, UNICEF will review the process as carried out in the above six municipalities and generate a set of recommendations and best practices for implementing the same activities in other municipalities. UNICEF will also work to make sure that municipalities who have been using the current version of DevInfo receive the upgrade and the associated knowledge in tracking the newly added indicators on youth, employment and migration.

*Output 3.1.2 Local coordination mechanisms in at least 6 municipalities in the three target districts prioritize youth employment interventions to be financed by the YEF and other sources by the end of the first year of the JP*

An effective local coordination mechanism will be a key component of ensuring that interventions carried out under the YEF will achieve real impact for the disadvantaged youth of a given municipality. A strong and engaged local coordination mechanism can also play a significant role in reviewing the achievements and viability of the referral mechanism between the CSW, NES and Youth Offices as well as in providing input towards the improvement of the delivery of integrated services to disadvantaged



young women and men, especially returnees.

Several such models of local coordination mechanisms already exist, but in each case, it will be necessary to broaden the participation in order to have all relevant stakeholders involved and engaged. UNDP has been working with Local Social Policy Councils over the last three years and more than 80 such councils now exist throughout Serbia. ILO is working with Local Socio-Economic and Employment Councils with success in a number of municipalities. For the purpose of ensuring that all relevant stakeholders in youth, employment and migration issues are involved, the membership of Local Councils might include representatives from:

- NES branch office
- CSW local office
- Municipal Youth Office
- Local branch of employers' organizations;
- Local branch of workers' organizations;
- Education sector, especially from vocational or technical schools;
- Municipal leadership
- Civil society organizations, especially those engaged in promoting youth or economic development
- SME Agency, local or regional

Local Councils will be the basis for effectively attracting YEF investments within a given municipality and ensuring the effectiveness of those investments. UNDP will carry out an assessment of the capacity of Local Councils that exist in all of the municipalities within the target districts. Those with most adequate capacity and composition for addressing municipal-level youth employment challenges will participate in the recommendation of priorities for the YEF. UNDP will conduct training workshops for the members of Local Councils to prioritize YEF interventions and raise their capacity to leverage additional funds (from the private sector and / or municipal budget).

UNDP will then provide mentoring to at least 6 Local Councils to review the employment and social protection goals of municipal development strategies and to advocate for making improvements in those strategies to take account of youth issues and the integrated service delivery system.

*Output 3.1.3 CSWs covering all key municipalities in all the three target districts use referral and information outreach methods targeting disadvantaged youth by end of second year of the JP*

Based on the activities carried out by UNICEF and the MLSP under *JP Outcome 2*, UNICEF will organize training for the staff of CSWs in key municipalities in the three target districts on the new Rulebook for CSWs. This training is expected to

reach both managers and administrators for the development of annual operational plans and the application of integrated service delivery. Training will also be offered to the broader staff of CSWs on the implementation of the new case management approach in CSW services. These two sets of trainings will introduce a number of topics relative to the newly reformed organizational and operational structure of CSWs including the management structure, roles of supervisors, triage officers, case managers, workload monitoring distribution, and coordination with other service providers.

Ongoing support will be provided by UNICEF in the form of follow-up visits and mentoring of CSWs to encourage the full application of the CSW Rulebook in areas central to integrated service delivery, especially as it relates to reaching disadvantaged young women and men. Mentoring support will also be provided to CSWs in the development and monitoring of the implementation of annual operational plans and information outreach plans.

*Output 3.1.4 CSW and NES branch offices covering all key municipalities in the three target districts deliver integrated services targeting disadvantaged youth by the end of the JP*

UNDP will provide additional support to both the staff of CSWs as well as of the NES in making sure that the concept of integrated service delivery and the referral mechanisms agreed at the national level (see *Outcomes 2.1* and *2.2*) are properly cascaded down to the municipal level and that sufficient synergies and coordination are achieved between municipal level institutions. Support by NDP will involve a training component that introduces the integrated service delivery system to CSW and NES staff and then in ongoing follow-up visits and mentoring to key CSW and NES offices to ensure that the integrated service delivery system is in use and to disseminate best practices among and between offices.

*Output 3.1.5 At least 6 Youth Offices autonomously manage InfoPoints that provide information to young women and men by the end of first year of the JP*

The role of municipal Youth Offices is expanding on a municipal level from being engaged in the coordination of youth policies and activities to one that is more focused on reaching out to young men and women to better engage them and provide them with accurate and complete information on the opportunities available to them. To this end, UNDP will introduce an Information Point (InfoPoint) model in six selected pilot municipalities as a method of information dissemination and delivery to young people on a municipal level. An InfoPoint consists of both electronic and printed information accessible to youth in a public space and provides resources for youth in a broad variety of areas of interest, including the availability of opportunities in the fields of employment, training, education, social services, activities, scholarship and entrepreneurship programs, volunteer and internship opportunities and social and sport activities on a local, regional and national level.

To achieve this output, UNDP will examine international best practices and models of InfoPoint systems. UNDP will then collect and systematize information on service providers and services available to young people that will be in common for all InfoPoints. Staff in at least 6 Youth Offices will then be trained to manage the InfoPoint system, as well as to add and update information relevant to their municipality. Additional inputs will be made by UNDP in partnership with the selected municipalities to ensure that InfoPoints are fully and completely accessible to all interested youth.

*Output 3.1.6 At least 6 Youth Offices demonstrate capacity to be actively engaged in the local coordination of activities affecting youth in a youth friendly manner by the end of the second year of the JP*

The capacity building of Youth Office staff to better understand the needs of youth and to learn how to relate to them in a youth-friendly manner has been highlighted as an essential need by the MYS. In agreement and partnership with MYS, IOM will conduct a series of staff development trainings for the staff of at least six Youth Offices, covering the following nine modules:

- Overview of the impact on youth by the current socio-economic situation in Serbia
- Understanding vulnerable population groups and how to work with them
- Basic psycho-social skills
- Communication and negotiation skills
- Public advocacy and social networking
- Local community outreach, with a specific focus on various ethnic communities
- Tolerance and motivation building
- Accepting differences and overcoming stereotypes and prejudices
- Psychosocial approach through art and cultural activities

As follow-up to the training modules, IOM will provide technical support and guidance in the selected Youth Offices to assist them in improving coordination and collaboration between the Youth Office and other municipal entities.

*Output 3.1.7 At least 6 Youth Offices demonstrate increased capacity to design and implement projects targeted towards disadvantaged youth providing direct benefit to at least 400 young men and women by the end of the JP*

To complete the capacity building efforts through this Joint Programme of the municipal Youth Offices, UNICEF will train the staff of selected Youth Offices in the design and management of projects targeting disadvantaged youth. The projects for which design and management capacity will be built include:

- information dissemination and/or awareness projects
- peer outreach and/or support activities
- workshops and working groups on topics such as employability, social inclusion and participation in local community activities

UNICEF will introduce and train Youth Office staff in a set of rights-based and transparent procedures for the establishment of volunteer teams, as well as project proposal application, review and approval methods. Based on locally identified needs, UNICEF will provide technical assistance to staff of the Youth Offices in designing and implementing youth-led projects that reach and empower disadvantaged young men and women.

UNICEF will also adapt the “Right-to-Know” guide (*Outcome 2.2.3*) as needed to the local context in each selected municipality and ensure its dissemination through the Youth Office sponsored activities and projects.

***Outcome 3.2 Integrated packages of active labour market measures implemented through the financing of the Youth Employment Fund in the target districts***

Results include the implementation of active labour market measures financed by the Youth Employment Fund and targeting 3,000 young men and women, including returnees, Roma and other disadvantaged youth. It is expected that at least 1,650 disadvantaged youth will be employed in decent work as a result of active labour market programmes.

Co-financing by the Serbian government of at least \$1.9 million will demonstrate the commitment of utilizing the YEF as a long-term and sustainable financial mechanism for delivering employment programmes to disadvantaged youth throughout Serbia.

ILO serves as a capacity builder of the NES under this outcome, while UNDP will oversee the implementation of the YEF with NES as its prime partner.

***Output 3.2.1 All NES branch offices in the 3 target districts provide integrated packages of active labour market measures targeting young returnees and other disadvantaged youth through the funding of the YEF by the end of the second year of the JP***

The ILO will conduct a staff development programme targeting at least 100 employment counsellors of NES branch offices in the target districts on integrated packages of labour market measures. Based on the priorities set by Local Councils, the ILO will provide technical assistance to NES offices to design and implement sequenced employment services and programmes that respond to individuals’ and labour market needs.

Assistance will also provide technical assistance to NES branch offices to design and use decent work measures for assessing the impact of active labour market

programmes on beneficiaries. Such work will be informed by the performance monitoring system developed under Outcome 2.

*Outputs 3.2.2 1,750 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) are trained in occupations required by enterprises and 60% are employed in decent work by the end of the JP and Serbian government contributes at least 950,000 USD towards employment-oriented training programmes by the end of the JP*

To redress labour market disadvantages and social exclusion that bear a strong correlation to a poor job skills base, competency-based training programmes will be designed to provide young men and women with the skills required by employers to carry out a job. Occupations in demand by the local labour market will be identified through a dedicated *Employers' and Skills Survey* carried out in each municipality according to the methodology currently used by the NES.

Based on the identification of in-demand occupational profiles, UNDP, utilizing a methodology developed under *Outcome 2.3*, will provide access to Local Councils in three target districts to define local priorities for Youth Employment Fund allocation. With the intention of targeting unemployed youth with low educational attainment, the programme design and duration will be flexible to better respond to individual needs and the competency elements of the occupation of choice for each award. Examples of interventions under this output include the provision of remedial education in the literacy and numeracy skills required to attend skills training, institution-based and on-the-job training to learn work competencies, and work experience periods (i.e. apprenticeships, internships).

*Outputs 3.2.3 1,000 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) participate in work placement programmes and 60% are employed in decent work at the end of the JP and Serbian government contributes at least 650,000 USD towards work placement programmes by the end of the JP*

UNDP, utilizing a methodology developed under *Outcome 2.3*, will provide access to Local Councils in three target districts to define local priorities for Youth Employment Fund allocation. UNDP will also provide technical assistance to NES offices to implement work placement programmes that address private sector labour demand. The target group eligible for this type of programme shall primarily be young women and men facing multiple disadvantages (no work experience, limited skill based, disability, returnee or refugee status and ethnic belonging).

Work placement programmes – delivered as a single measure or in combination with employment-oriented training programmes according to individual characteristics – may include the subvention of part of the wage costs for the recruitment of disadvantaged youth. The amount to be reimbursed will vary according to enterprise size, the individual characteristics of the disadvantaged worker and will include an obligation for the employer to provide an employment contract for double the

duration of the initial employment contract.

*Outputs 3.2.4 250 disadvantaged youth (50% women, 30% Roma and 5% youth with disabilities) receive self-employment assistance by the end of the JP and Serbian government contributes at least 300,000 USD towards self-employment initiatives by the end of the JP*

UNDP, utilizing a methodology developed under *Outcome 2.3*, will provide access to Local Councils and NES offices in all municipalities of the three target districts to competitive awards based on an application, review and approval procedure for interventions financed by the Youth Employment Fund. UNDP will also provide technical assistance to NES offices to support self-employment initiatives. Both young men and women will be the target beneficiaries, with special focus given to the most disadvantaged groups in a given municipality, including returnees, Roma, and youth with disabilities.

UNDP will also provide support, through the YEF, to employers in the implementation of gender-sensitive youth entrepreneurship and livelihood training, combining access to financial and non-financial services.

### ***Outcome 3.3 Youth awareness raised on existing local services as well as on risks of irregular migration***

Results include raising the level of awareness on existing local services and issues related to migration for at least 7000 disadvantaged youth in the three target districts as well as broad awareness of the Joint Programme and its donor. IOM is the sole responsible agency for this outcome.

*Outputs 3.3.1 7,000 information packages targeting disadvantaged youth on services available, regular migration and risks of irregular migration and trafficking developed and disseminated in target regions by the end of the second year of the JP and one nationwide information campaign implemented to raise awareness of issues of youth employment and migration and of the JP and its donor by the end of the JP*

IOM will design gender-sensitive information packages on employment, social services and youth migration issues that will be made available and disseminated through all local level partner institutions in the Joint Programme, including the NES, CSW and Youth Offices. Other outlets for distribution, including the Office for Readmission, civil society organizations and local educational institutions will also be utilized to maximize the broad distribution of the packages. These information packages will be geared towards young returnees and other disadvantaged young women and men.

IOM will also conduct an information campaign in the three target districts to raise awareness of youth employment and migration issues among a broader population and to increase the visibility of the Joint Programme and its donor.

### **JP Monitoring and Evaluation System**

*A system of monitoring and evaluation is developed and used to assess the performance of the JP in terms of relevance, effectiveness, efficiency and impact by the end of the JP*

The ILO will take the lead in the design of a monitoring and evaluation system for each outcome of the JP and will conduct regular performance monitoring exercises to measure relevance and efficiency. The findings will be fed into the JP implementation system. The results of monitoring exercises and the lessons learned will be included in the narrative progress reports that will be submitted to the PMC, NSC and the MDG-F Secretariat. At the completion of the JP, the ILO will coordinate an independent, external evaluation of the JP. The key findings of the external evaluation will be translated into a set of recommendations and lessons learned for the Serbian government with a view to ensure replicability.

### **JP Management & Coordination**

*A functioning and coordinated Programme Implementation Unit (PIU) established and operating throughout the life of the JP*

IOM, as the lead agency of the Joint Programme, will establish a Programme Implementation Unit (PIU), which will work under the direction of a Programme Manager. Office space is to be provided as an in-kind contribution by the MYS and MERD.

### **Annual Reviews**

The annual review of the Joint Programme will be done by national partners and participating Agencies. IOM will produce an annual consolidated narrative progress report based on inputs from each Agency. IOM will also liaise with each Participating Agency to prepare quarterly and annual progress reports on the basis of the common reporting format and the results-based annual programme targets, as specified in the implementation guidelines.

The Administrative Agent (UNDP) will produce a consolidated financial report after receiving individual financial reports from each Participating Agency. Upon receipt

of the consolidated financial report, a Programme Management Meeting will be convened to review progress achieved and to provide their inputs and concurrence prior to the report being forwarded to the National Steering Committee. The Resident Coordinator will convene a Steering Committee meeting to review progress, monitor performance and identify the next step activities envisaged in the results framework. Upon National Steering Committee review and approval of the annual report, and based on lessons learned from the implementation, the Programme Management Committee will prepare a detailed work plan and budget for the following programme year. This work plan and budget will be submitted to the National Steering Committee for approval prior to being passed on to the MDG-F Secretariat.



**Table 2: Summary of Results Framework**

UNDAF Outcome 3.1: Sustainable Development Plans that Effectively Respond to the Need of People, Communities and Promote Rural Development								
Joint Programme Outcome 1: Youth Employment and Migration Policy Objectives are Included into National Development Strategy								
JP Outputs	SMART Output	Responsible UN Agency	Implementing Partner	Indicative Activities for each Output	Resource Allocation and Indicative Time Frame			
					Y1	Y2	Y3	Total
<p><b>1.1 Knowledge base on youth employment and migration improved to inform national development strategy and action plans</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Number of key indicators of the youth labour market, including informal employment and migration regularly collected and used in policy-making</li> </ul> <p><b>Baseline</b></p> <p>The bulletin of the annual labour force survey does provide only a limited number of youth labour market indicators. These are (from LFS 2007):</p> <ul style="list-style-type: none"> <li>Youth labour force participation (by sex)</li> <li>Youth employment rate (by sex)</li> <li>Youth unemployment rate (by sex)</li> <li>Youth inactivity rate (by sex)</li> </ul> <p>No reliable data on international migration flows of young people</p> <p>Data on internal migration collected through the Labour Force Survey is not published</p> <p>National baselines for Serbia are not</p>	15 statistical indicators on youth employment, informal employment and internal migration developed and used for policy-making purposes by the end of the first year of the JP	ILO	MERD	<p>1.1.1a Adapt the ILO school-to-work transition survey methodology</p> <p>1.1.1b Develop a training tool on school-to-work transition analyses for users and producers of youth employment data</p> <p>1.1.1c Collect and analyze data on youth transition to decent work, including on informal employment</p> <p>1.1.1d Develop a set of youth employment indicators for systematic monitoring of youth labour market</p> <p>1.1.1e Conduct staff development programme for users and producers of youth employment indicators</p> <p>1.1.1f Collect data and report on youth employment indicators of MDG8 and MDG1</p>	117,292			117,292
	One survey on international migration patterns of Serbian youth conducted by the end of month 18 of the JP	IOM	RSO	<p>1.1.2a Develop a research instrument to detect youth emigration flows and returns as well as measures to support labour market reintegration of returnees</p> <p>1.1.2b Establish with RSO sampling procedures and survey modalities to ensure statistical significance</p> <p>1.1.2c Conduct survey based on agreed sample</p> <p>1.1.2d Analyze the data and present key findings to main stakeholders</p> <p>1.1.2e Organize roundtable with users and producers of indicators to generate action-oriented recommendations</p> <p>1.1.2f Publish and disseminate research results</p>	81,208	13,476		94,684
	At least 5 key youth migration indicators developed and used for policy making purposes at both the national and local level by the end of the first year of the JP	IOM	MERD (in partnership with PRSP, MYS, MHMR)	1.1.3a Organize training workshops for representatives of institutions mandated to address emigration and returns as well as representatives of young people to identify key youth migration indicators for policy making and systematic monitoring purposes	15,000			15,000

available for several indicators for several MDGs (1, 2 and 3) due to lack of data	At least 10 key indicators for youth social protection developed and used for policy making purposes at both the national and local level by the end of the second year of the JP	UNICEF	RSO, MLSP, MYS	1.1.4a Establish national team to define national and local indicators and meta data on youth social protection and examine integration of indicators on youth employment and migration 1.1.4b Development of clear guidance for their collection and reporting on the national and local levels.	15,000	4,700	8,400	28,100
	DevInfo database system and data collection processes upgraded with the integration of new sets of indicators on youth employment, migration and social protection by the end of the second year of the JP	UNICEF	RSO, MYS	1.1.5a Revise DevInfo database to include youth indicators and data sets on the national level 1.1.5b Train relevant national and regional counterparts in the revised DevInfo's usage, data collection and reporting processes 1.1.5c Collect already available data and populate national DevInfo database and define instruments for collection of missing data 1.1.5d Consultations and recommendations prepared for MDG, PRS, and other relevant teams on integration of indicators into their monitoring plans and systems and into relevant legislation		32,710	4,700	37,410
<p><b>1.2 Policy on management of labour migration, including returns of young Serbians, developed and linked to employment policy and strategies</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Labour migration policy and action plan with specific priorities and outcomes, which are aligned with national MGD indicators, adopted by the Serbian Government</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>No labour migration strategy or policy exist in Serbia</li> </ul>	An inter-institutional working group established to design a labour migration policy and national action plan by the end of the first year of the JP	IOM	MERD	1.2.1a Establish inter-institutional working group and secure buy-in of members 1.2.1b Provide technical assistance to the working group to define its role, tasks and responsibilities 1.2.1c Organize a strategic planning workshop	23,304			23,304
	A national policy on labour migration and an accompanying action plan with specific priorities and outcomes adopted by the Serbian Government by the end of the JP	IOM	MERD	1.2.2a Review administrative, operational and legal aspects of labour migration management in Serbia 1.2.2b Identify/analyze best EU/International practices on labour migration and legislation 1.2.2c Conduct capacity building training on developing a migration policy 1.2.2d Provide technical assistance to working group to draft a policy and NAP on labour migration that is coherent with key national strategies 1.2.2e Provide assistance during the adoption process of the migration policy and NAP 1.2.2f Carry out consultations with returning countries to facilitate returnees' (re)entry into Serbia's labour market	10,000	69,216	21,874	101,090

<p><b>1.3 Youth employment and migration targets included in national development strategy</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Number of measurable targets on youth employment and migration included in the national development strategy and budgetary planning framework</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>No measurable target on youth employment included in the National Economic Strategy nor in the budgetary planning framework (Memorandum on Budget, Economic and Fiscal policy)</li> <li>No measurable targets on migration included in national strategies</li> <li>Little involvement of civil society in shaping national development strategies</li> </ul>	<p>An advocacy campaign conducted by the end of the first year of the JP by organizations representing the interests of young people to prioritize youth employment and migration targets in national development policies</p>	UNDP	MYS	<p>1.3.1a Design the terms of reference for the advocacy campaign</p> <p>1.3.1b Select a CSO to prioritize, in a participatory way, advocacy issues and objectives on youth employment and migration</p> <p>1.3.1c Run the advocacy campaign</p>	124,400			124,400
	<p>Youth employment targets are included in national development strategies and budgetary planning frameworks by the end of the first year of the JP</p>	ILO	MERD	<p>1.3.2a Conduct a staff development programme to review national development strategies and targets</p> <p>1.3.2b Based on the indicators developed under outputs 1.1 and 1.2 and the youth employment policy and NAP, identify youth employment targets for to be included in national development strategies</p> <p>1.3.2c Provide technical assistance to embed the youth employment targets in national development and budgetary planning frameworks</p>	32,100			32,100
	<p>Youth migration targets are included in national development strategies and budget planning frameworks by the end of the first year of the JP</p>	IOM	MERD	<p>1.3.3a Based on indicators developed under outputs 1.1 and 1.2 provide technical assistance to develop migration targets for national strategies</p> <p>1.3.2b Embed youth migration targets in national strategies</p>	38,304			38,304
<b>Outcome 1 Subtotal</b>					456,608	120,102	34,974	611,684

## UNDAF Outcome 3.7: Improved Network of Employment Services and Strengthened Employment Promotion Policies

### Joint Programme Outcome 2: National Institutions Develop Integrated Labour Market and Social Services that Meet Employment and Migration Policy Objectives Targeting Disadvantaged Young Women and Men

JP Outputs	SMART Output	Responsible UN Agency	Implementing Partner	Indicative Activities for Each Output	Resource Allocation and Indicative Time Frame			
					Y1	Y2	Y3	Total
<p><b>2.1 A system integrating labour market, migration and social services for youth established and functioning</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Number of public service providers and type of services that are integrated to target the needs of disadvantaged youth</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>Young people less than 30 years old account for 30.8% of the unemployed registered with the NES (44.5% men and 55.5% women). (NES 2007)</li> <li>The share of young people less than 30 years old treated by NES with employment services and programmes represents 41.7% of all unemployed treated (NES 2007)</li> <li>Data disaggregated by youth on accessing migration services currently does not exist.</li> <li>Data on youth (15-24) benefitting from social services does not currently exist at national or local level</li> </ul>	An integrated service delivery system that reaches out to disadvantaged youth is developed and operationalized by end of month 18 of the JP	ILO	MERD	<p>2.1.1a Establish inter-ministerial coordination mechanism with own tasks and responsibilities</p> <p>2.1.1b Research national and regional systems that integrate labour market, migration and social services</p> <p>2.1.1c Conduct staff development programme for the members of the coordination mechanism to review best practices of integrated service delivery</p> <p>2.1.1d Assist the members of the inter-ministerial coordination mechanism to identify the key elements of the integrated service delivery system of Serbia</p> <p>2.1.1e Design the specific measures of the new system, as well as mix of services to be provided, including those required for the readmission of young returnees and their families</p> <p>2.1.1f Draft the necessary procedural framework for the service delivery system</p>	150,000	51,608		201,608
<p><b>2.2 The capacity of the National Employment Service, Ministry of Labour and Social Policy and Ministry of Youth and Sport to deliver targeted youth employment and social services strengthened</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Number of disadvantaged and returning youth treated with targeted employment</li> </ul>	A referral system for integrated service delivery that targets disadvantaged youth developed and in use by the NES by the end of the second year of the JP	ILO	NES	<p>2.2.1a Conduct a staff development programme for NES to mainstream the profiling and targeting system developed under the youth employment policy and action plan to young returnees</p> <p>2.2.1b Design tools and guidelines for NES to manage referrals targeting returnees and disadvantaged youth</p> <p>2.2.1c Assist NES in mainstreaming the referral system in NES branch offices and in conducting first monitoring cycle</p>	100,000	48,651		148,651

<p>and social services, disaggregated by gender and rural / urban residence.</p> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>• NES data on young people treated are not disaggregated by sex, age and type of labour market disadvantage</li> <li>• The share of young people less than 30 years old treated by NES with employment services and programmes is 41.7% of all unemployed treated (NES 2007)</li> <li>• Young unemployed (less than 30) who received low-intensity employment services (job search training, counselling and guidance) accounted for 79% of all youth registered as unemployed. (NES 2007)</li> <li>• No data available on youth treated by social services</li> <li>• No data on youth accessing YOs</li> </ul>	<p>Methodology, guidelines and minimum content requirements of annual operational actions plans of CSWs agreed by MLSP and elaborated in Handbook for Operational Planning for CSW by end of second year of the JP</p>	<p>UNICEF</p>	<p>MLSP</p>	<p>2.2.2a Provide technical assistance to MLSP for identifying minimum requirements for operational action plans for CSWs and devising a training package to be accredited, paying special attention to covering further development of referral system at local level for disadvantaged youth</p> <p>2.2.2b Development of Handbook for Operational Planning for CSWs</p>	<p>39,400</p>	<p>5,700</p>		<p>45,100</p>
	<p>A referral mechanism to employment and social services that targets disadvantaged youth developed and in use by the MYS and relevant Youth Offices by the end of the second year of the JP</p>	<p>UNICEF</p>	<p>MYS</p>	<p>2.2.3a. Define mandates of the Youth Offices in increasing employability and social cohesion of disadvantaged youth</p> <p>2.2.3b. Development of the youth-friendly version of the “right to know” guide through relevant national and local legislation and systems for obtaining rights and benefits to youth</p> <p>2.2.3c Train Youth Offices in providing youth with accurate and youth-friendly guidance and referral to the relevant employment and social services and programmes within their own mandates..</p> <p>2.2.3d Organisation of best practice sharing seminar with all Youth Offices within the three target districts</p>	<p>30,000</p>	<p>32,710</p>	<p>17,400</p>	<p>80,110</p>
<p><b>2.3 A long-term national financial mechanism to implement employment measures targeting disadvantaged youth established and implemented</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>• Number and cost-effectiveness of action-oriented programmes targeting disadvantaged youth, including young returnees, financed by the YEF (at both national and local level)</li> </ul>	<p>By the end of the JP, the Youth Employment Fund (YEF) finances employment interventions to smooth the transition to decent work of young returnees and other disadvantaged youth</p>	<p>ILO</p>	<p>MERD, NES</p>	<p>2.3.1a Conduct training programmes for staff of MERD and NES to extend the coverage of the Youth Employment Fund (eligibility criteria and procedures) to young returnees</p> <p>2.3.1b Provide technical assistance to MERD and NES to design and implement programmes to ease the transition of disadvantaged youth, including returnees, to decent work</p> <p>2.3.1c Develop partnership agreements with national and local authorities and public and private sectors for the implementation of employment programmes targeting disadvantaged youth</p>	<p>70,000</p>	<p>30,000</p>		<p>100,000</p>

Baseline  None	A monitoring system to assess performance and cost-effectiveness of active labour market programmes developed and in use by labour market institutions by the end of the JP	ILO	MERD, NES, Social Partners	2.3.2a Develop a training package on the design, monitoring and evaluation of youth employment programmes 2.3.2b Conduct staff development programme for staff of labour market institutions on performance monitoring systems 2.3.2c Develop an IT-based system to monitor performance of active labour market programmes and to record costs 2.3.2d Conduct a cycle of performance monitoring of employment promotion programmes targeting disadvantaged youth 2.3.2e Assess the cost-effectiveness of labour market programmes for long-term funding purposes 2.3.2f Feed the findings of the performance system into the existing youth employment policy cycle and management system of YEF	100,000	50,000	50,000	200,000
	A framework for PPPs for youth employment developed and in use by labour market institutions by the end of the second year of the JP to mobilize resources for youth employment	ILO	MERD, Social Partners	2.3.3a Build the capacity of labour market institutions on PPPs 2.3.3b Provide technical assistance for the design of a framework for the development and management of PPPs	50,000			50,000
	At least 10 private enterprises are contributing to selected youth employment initiatives through CSR by the end of first year of the JP	UNDP	MLSP, MERD, private sector companies	2.3.4a Conduct research on the needs of enterprises and innovative PPP practices 2.3.4b Promote opportunities for PPPs for youth employment, including options for marginalized groups that can be supported jointly by the private sector and by the YEF 2.3.4c Ensure visibility of PPPs through events and the media	68,340	65,850	24,300	158,490
<b>Outcome 2 Subtotal</b>					<b>607,740</b>	<b>284,519</b>	<b>91,700</b>	<b>983,959</b>

## UNDAF Outcome 3.1: Sustainable Development Plans that Effectively Respond to the Need of People, Communities and Promote Rural Development

### Joint Programme Outcome 3: Integrated Employment Programmes and Social Services Targeting Young Returnees and Other Disadvantaged Young Women and Men Implemented in Three Target Districts

JP Outputs	SMART Output	Responsible UN Agency	Implementing Partner	Indicative Activities for Each Output	Resource Allocation and Indicative Time Frame			
					Y1	Y2	Y3	Total
<b>3.1 Local partnerships for youth employment strengthened to coordinate implementation of employment programmes that are linked to social services</b>  <b>Indicators</b> <ul style="list-style-type: none"> <li>Number of municipalities with a functional local partnership involving state institutions and social and private sector partners actively developing evidence-based policies used to prioritize and coordinate the implementation of employment programmes for disadvantaged youth that are linked to available social services</li> <li>Number of municipalities successfully using a set of replicable resources to strengthen their ability to deliver integrated services to disadvantaged young men and women</li> <li>Number of referrals of disadvantaged young women and men between CSW, NES branch offices and local youth offices demonstrating an improved mechanism for integrated service delivery</li> <li>Number of disadvantaged young men and women utilizing targeted employment programmes and/or social services for the</li> </ul>	At least 6 municipalities in the three target districts develop evidence-based policies and strategies on youth employment, migration and social protection by the end of the of the JP	UNICEF	RSO	3.1.1a Define and train local DevInfo focal points 3.1.1b Capacity development of members of Local Councils for data presentation, data analyses and evidence-based policy making 3.1.1c Local adoption and modification of indicator sets and guidelines 3.1.1d Training of local technical teams for data collection 3.1.1e Gathering of already available data on the local level and processing in the DevInfo database 3.1.1f Coaching of local DevInfo focal points 3.1.1g Annual production of local reports on youth in at least 6 municipalities 3.1.1h Review of the process and recommendations set for scaling-up to new municipalities – dissemination and upgrade of existing data sets within municipalities already implementing DevInfo and full introduction into others		85,100	22,300	107,400
	Local coordination mechanisms in at least 6 municipalities in the three target districts prioritize youth employment interventions to be financed by the YEF and other sources by the end of the first year of the JP	UNDP	Local Councils	3.1.2a Conduct an assessment of the capacity of Local Councils in target districts to address youth employment challenges at local level 3.1.2b Provide mentoring to review the employment and social inclusion goals of local development strategies to take account of integrated service delivery system 3.1.2c Conduct training workshops for the members of Local Councils to prioritize Youth Employment Fund interventions and raise additional funds	104,900			104,900

<p>first time as a result of improved outreach activities of state institutions</p> <ul style="list-style-type: none"> <li>• Number of young women and men utilizing information available through pilot InfoPoints</li> <li>• Number of young women and men benefitting from Youth Office programs</li> <li>• Level of utilization of local DevInfo resources and reports for making evidence-based policies in the pilot municipalities</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>• Existing inter-institutional coordination mechanisms, such as Local Social Policy Councils or Local Employment Councils, lack the diversity of membership and skills needed to fully address the issue of youth access to employment and social services</li> <li>• No reliable data is available on any existing ad hoc or formal referral procedures between CSW and NES branch offices targeting disadvantaged youth</li> <li>• Case Management, although envisaged in newly adopted regulations, is not yet implemented in CSWs in Serbia</li> <li>• Annual operational plans and/or information outreach activities have yet to be implemented by CSWs, although envisaged in newly adopted regulations</li> <li>• Youth Offices lacking abilities to use different approaches in work with young people, including specific disadvantaged groups</li> <li>• Youth Offices' work not yet coordinated with other local institutions and not integrated into local communities' system</li> </ul>	<p>CSWs covering all key municipalities in all the three target districts use referral and information outreach methods targeting disadvantaged youth by end of second year of the JP</p>	UNICEF	MLSP	<p>3.1.3a Training on the new Rulebook for CSW organized for staff in selected Centres for Social Work</p> <p>3.1.3b Staff development training in Case Management for CSWs organized</p> <p>3.1.3c Follow-up visits and coaching (mentoring) of CSW for the full application of the CSW Rulebook in areas central to integrated service delivery, especially full application of the case management approach by the CSW Section for children and youth</p> <p>3.1.3d Coaching (mentoring) support provided to CSWs in developing annual operational plans and information-outreach plans</p> <p>3.1.3e Follow-up visits and coaching support provided for the implementation of annual operational plans and information outreach plans</p>	114,900	84,687		199,587
	<p>CSW and NES branch offices covering all key municipalities in the three target districts deliver integrated services targeting disadvantaged youth by the end of the JP</p>	UNDP	MLSP, MERD	<p>3.1.4a Train staff at CSW and NES branch offices to deliver services as part of the integrated system targeting disadvantaged young men and women, particularly returnees</p> <p>3.1.4b Follow up visits and mentoring support provided to key CSW and NES for using the integrated service delivery system</p>		120,662	54,950	175,612
	<p>At least 6 Youth Offices autonomously manage InfoPoints that provide information to young women and men by the end of first year of the JP</p>	UNDP	MYS	<p>3.1.5a Examine best practices and various InfoPoint models</p> <p>3.1.5b Collect and systematize information on service providers and services available to young people that will be in common for all InfoPoints</p> <p>3.1.5c Train staff in at least 6 Youth Offices to manage the InfoPoint system, as well as to add and update information relevant to their municipality</p>	120,750	15,300		136,050
	<p>At least 6 Youth Offices demonstrate capacity to be actively engaged in the local coordination of activities affecting youth in a youth friendly manner by the end of the second year of the JP</p>	IOM	MYS	<p>3.1.6a Conduct staff development training for YO staff in working with young people, covering a total of nine modules</p> <p>3.1.6b Technical support and guidance at 6 Youth Offices aimed at improving coordination at the local level</p>	46,904	89,812	28,304	165,020
	<p>At least 6 Youth Offices demonstrate increased capacity to design and implement projects targeted towards disadvantaged youth providing direct benefit to at least 400 young men and women by the end of the JP</p>	UNICEF	MYS	<p>3.1.7a Provide training to staff of Youth Offices in the design and management of projects targeting disadvantaged youth</p> <p>3.1.7b Develop rights-based and transparent procedures for the establishment of volunteer teams as well as project application, review and approval methods</p> <p>3.1.7c Adaptation of the "right-to-know guide" to local Level</p> <p>3.1.7d Based on identified local needs, organise local</p>	25,000	113,784	74,750	213,534



				youth-led projects to reach and empower disadvantaged youth, including informational, peer outreach and peer support projects as well as workshops and working groups for increasing their employability, social cohesion and participation in the local community				
<p><b>3.2 Integrated packages of active labour market measures implemented through the financing of the Youth Employment Fund in the target districts</b></p> <p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>Number of young women and men benefiting from YEF interventions</li> <li>Number of young men and women transited to decent jobs</li> <li>Number of young Roma men and women transited to decent jobs</li> <li>Number of young women and men with disabilities transited to decent jobs</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>No reliable data on the impact of existing labour market programmes on young people</li> <li>The employment rate after NES treatment is available only for job mediation and job fairs (no disaggregation by sex, age cohort, type of employment contract and conditions of work)</li> <li>This rate was 18.5% in the district of Belgrade, 14% in South Backa and 17.6% in Pcinjski (NES 2007)</li> </ul>	All NES branch offices in the 3 target districts provide integrated packages of active labour market measures targeting young returnees and other disadvantaged youth through the funding of the YEF by the end of the second year of the JP	ILO	NES	<p>3.2.1a Conduct staff development programme for at least 100 NES counsellors on the provision of integrated packages of labour market measures</p> <p>3.2.1b Design with targeted branch offices sequenced employment services and programmes responding to individuals' and labour market needs</p> <p>3.2.1c Assist NES staff to develop decent work measures to assess the impact integrated packages of active labour market measures on beneficiaries</p>	124,000	50,000		174,000
	1,750 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) are trained in occupations required by enterprises and 60% are employed in decent work by the end of the JP	UNDP	MERD, NES	<p>3.2.2a Identify occupations and skills most demanded by the enterprises of the three target districts</p> <p>3.2.2.b Define eligibility criteria for training providers, as well as the appropriate mix of institution-based and on-the-job training to ease transition of target group in decent employment</p> <p>3.2.2.c Conduct employment-oriented training programmes, including remedial education, linked to the requirements of the labour market</p>	233,300	588,850	174,000	996,150
	1,000 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) participate in work placement programmes and 60% are employed in decent work at the end of the JP	UNDP	MERD, NES	<p>3.2.3a Define eligibility criteria for partner enterprises;</p> <p>3.2.3.b Design type and duration of wage subsidies, their combination with other employment services and programmes (counselling and guidance, employment-oriented training);</p> <p>3.2.3.c Deliver work placement programmes raising private sector labour demand for young women and men, particularly returnees</p>	128,400	477,650	117,850	723,900
	Serbian government contributes at least 950,000 USD towards employment-oriented training programmes by the end of the JP							
	Serbian government contributes at least 650,000 USD towards work placement programmes by the end of the JP							

	250 disadvantaged youth (50% women, 30% Roma and 5% youth with disabilities) receive self-employment assistance by the end of the JP  Serbian government contributes at least 300,000 USD towards self-employment initiatives by the end of the JP	UNDP	MERD, NES	3.2.4a Support self-employment initiatives for disadvantaged young women and men, particularly returnees 3.2.4b Support employers in the implementation of gender-sensitive youth entrepreneurship and livelihood training, combining access to financial and non-financial services	76,900	240,300	116,290	433,490
<b>3.3 Youth awareness raised on existing local services as well as on risks of irregular migration</b>  <b>Indicators</b> <ul style="list-style-type: none"> <li>Number of information packages disseminated</li> <li>Number of disadvantaged young women and men informed about available services and safe migration</li> </ul> <b>Baseline</b> <ul style="list-style-type: none"> <li>No information packages exist informing young returnees and other disadvantaged youth about employment, social services and youth migration issues</li> </ul>	7,000 information packages targeting disadvantaged youth on services available, regular migration and risks of irregular migration and trafficking developed and disseminated in target regions by the end of the second year of the JP  One nationwide information campaign implemented to raise awareness of issues of youth employment and migration and of the JP and its donor by the end of the JP	IOM	Local IP	3.3.1a Design and disseminate gender-sensitive information packages for young returnees and other disadvantaged youth on employment and social services as well as on youth migration issues 3.3.1b Conduct information campaign to raise awareness on youth employment and migration issues, and to increased visibility of Joint Programme and donor support		66,367	40,304	106,671
<b>Outcome 3 Subtotal</b>					975,054	1,932,512	628,748	3,536,314

JP Outputs	SMART Output	Responsible UN Agency	Implementing Partner	Indicative Activities for Each Output	Resource Allocation and Indicative Time Frame			
					Y1	Y2	Y3	Total
<b>Joint Programme Management, Coordination, Monitoring and Evaluation</b>								
<b>JP Monitoring and Evaluation System</b> (including lessons learned and dissemination of results)	A system of monitoring and evaluation is developed and used to assess the performance of the JP in terms of relevance, effectiveness, efficiency and impact by the end of the JP	ILO	MERD, NES	a) Design the monitoring and evaluation system for each outcome of the JP b) Conduct regular monitoring of the performance of the JP to measure relevance and efficiency and feed findings into the JP implementation system c) Conduct final evaluation of the JP	40,000	40,000	152,770	232,770
<b>JP Management &amp; Coordination</b>	A functioning and coordinated Programme Implementation Unit (PIU) established and operating throughout the life of the JP	IOM	IOM	a) Establish a Programme Implementation Unit (PIU) under the direction of a Programme Manager	151,400	146,400	73,200	371,000
<b>Subtotal</b>					191,400	186,400	225,970	603,770

	Year 1	Year 2	Year 3	TOTAL
<b>IOM</b>	366,120	385,271	163,682	915,073
<b>Project Preparation / Formulation (IOM)</b>	5,395	0	0	5,395
<b>Subtotal IOM</b>	371,515	385,271	163,682	920,468
<b>ILO</b>	783,392	270,259	202,770	1,256,421
<b>UNDP</b>	856,990	1,508,612	487,390	2,852,992
<b>UNICEF</b>	224,300	359,391	127,550	711,241
<b>Subtotal w/o Management Fee</b>	<b>2,236,197</b>	<b>2,523,533</b>	<b>981,392</b>	<b>5,741,122</b>
<b>Management Fee (7%)</b>	156,534	176,647	68,697	401,878
<b>TOTAL Requested from MDG-F</b>	<b>\$ 2,392,731</b>	<b>\$ 2,700,180</b>	<b>\$ 1,050,089</b>	<b>\$ 6,143,000</b>
<b>Serbian Government Co-Financing</b>	150,000	1,000,000	750,000	1,900,000
<b>TOTAL Joint Programme</b>	<b>\$ 2,542,731</b>	<b>\$ 3,700,180</b>	<b>\$ 1,800,089</b>	<b>\$ 8,043,000</b>

## **5. Management and Coordination Arrangements**

### ***5.1 Roles and Contribution of Participating Agencies***

The UN System has been present in Serbia for many years. During the last biennium, participating UN Agencies' expenditures in Serbia have been as follows: UNDP US\$48 million, IOM US\$5.4 million, ILO US\$2.7 million and UNICEF US\$5.4 million.

The Joint Programme envisages that four participating Agencies work together to achieve the three outcomes that contribute to the implementation of the UNDAF of Serbia. More specifically, the JPD will be implemented by three Agencies of the United Nations System (i.e. ILO, UNDP and UNICEF) and the IOM. These four Agencies are members of the United Nations Country Team of Serbia.

The JP will be implemented under the leadership of the IOM. Additionally, IOM will be responsible for outputs related to:

- the integration of migration management information and targets into national strategies and action plans
- facilitating the development of a national labor migration policy with particular focus on young returnees
- providing specialized counseling training to Youth Offices' staff so that they are able to refer and support returnees and disadvantaged youth, and
- raising awareness amongst the general youth population on the risks and realities of migration

The ILO will be responsible for outputs related to the:

- development of key indicators of the youth labour market
- establishment of a system of integrated labour market, migration and social services
- capacity building of labour market institutions
- setting up of the national financial mechanism
- institutional strengthening in the design, monitoring and evaluation of targeted youth employment programmes
- monitoring and evaluation of the Joint Programme

The UNDP will be responsible for outputs related to:

- national level institution-building for delivering targeted/integrated services to disadvantaged youth
- strengthening PPPs for youth employment
- supporting the implementation of active labour-market measures through the YEF

- capacity-building of Local Councils, for the implementation of integrated service-delivery, as well as in strengthening civil society participation in policy-shaping processes linked to access to services for disadvantaged youth

The UNICEF will be responsible for outputs related to:

- strengthening local capacities to co-ordinate and implement integrated services for enhancing employment and employability of young men and women
- capacity building of Youth Offices and CSWs to implement integrated service-delivery
- the extension and upgrading of the DevInfo system and processes at a national and local levels to inform evidence-based policy and programme development

At the national level, the UN Resident Coordinator, Spanish Government and Serbian Government representatives have formed a National Steering Committee (NSC) tasked with overseeing all JP activities. A Programme Management Committee (PMC) – comprised of representatives of involved Ministries and agencies – will monitor and provide operational guidance and coordination to the JP.

The JP will function on the basis of Pass Through Management (Option C). IOM will engage a Programme Manager to head a Programme Implementation Unit (PIU) comprised of technical experts from each agency. The PIU will implement JP activities, be in charge of financial and narrative reporting and provide updates and technical inputs to the Programme Manager for the preparation of PMC and NSC meetings as required.

UNDP will be responsible for fund management and consolidated reporting to the MDG Achievement Fund. Individual agencies will be accountable for their activities and corresponding results as outlined in the Results Framework.

## ***5.2. Coordination Mechanism***

The coordination arrangements have been established according to the Operational Guidance Note for Participating UN Organizations (MDG-F, 2 October 2007).

A **National Steering Committee (NSC)** has been established to oversee and coordinate the operations of this Joint Programmes funded by the UNDP-Spain MDG Achievement Fund in accordance with the Terms of Reference of the Fund. The NSC will oversee the overall implementation of Programme activities. It provides strategic guidance and approves the Joint Programme Document (JPD), including its revisions and annual workplans and budgets. It is composed of the UN Resident Coordinator (Chairperson), the Ambassador of the Spanish government and the Serbian Assistant Minister of Finance for the Sector for Programming, Management of EU Funds and Development Assistance. The NSC will meet twice a year, and more frequently as needed. When possible, the NSC will use coordination mechanisms set up in Serbia to plan stakeholder consultations.

A **Programme Management Committee (PMC)** has been established to coordinate and oversee Programme formulation and implementation. It will act as the principal coordinating and supervisory body for implementation of the JP and provide policy guidance and recommendation regarding Programme strategy and objectives. It will periodically review and oversee Programme achievements and financial disbursements. It will meet on quarterly basis throughout the life of the JP and will be composed of representatives of:

- Participating UN Organizations and the IOM
- Ministry of Economy and Regional Development
- Ministry of Youth and Sports
- National Employment Service
- Ministry of Labour and Social Policy
- Ministry for Minorities and Human Rights
- Republic Statistical Office
- Workers' and Employers' organizations

The lead agency for this Joint Programme, IOM, chairs the PMC, as delegated by the UN Resident Coordinator. Representatives of other line ministries, local authorities, the social partners and non-government organizations promoting the interests of young people may also participate in the PMC meetings on an ad hoc basis.

The IOM will set up a **Programme Implementation Unit (PIU)** to manage the JPD, provide technical inputs and backstopping. The premises will be provided as in-kind contribution to the programme by the MERD and MYS. The team will consist of the following members:

a. **Programme Manager (PM)**

The PM will be selected by the UN Resident Coordinator and the IOM, in consultation with the other participating Agencies. S/he will work under the supervision of the IOM and under the overall guidance of the Programme Management Committee and the UN Resident Coordinator. The PM will have the responsibility to:

- Manage the Programme on a daily basis
- Coordinate the inputs of the technical specialists and prepare progress reports, as well as organize the mid-term evaluation
- Ensure delivery of policy-related and capacity-building work in the area of youth migration, as well as in the areas relating to IOM's work under JP Outcome 3
- Ensure that anticipated results, programme guidelines, standards of quality and timely provision of inputs/implementation of activities are aligned to the JPD document and to sound results-based management practice

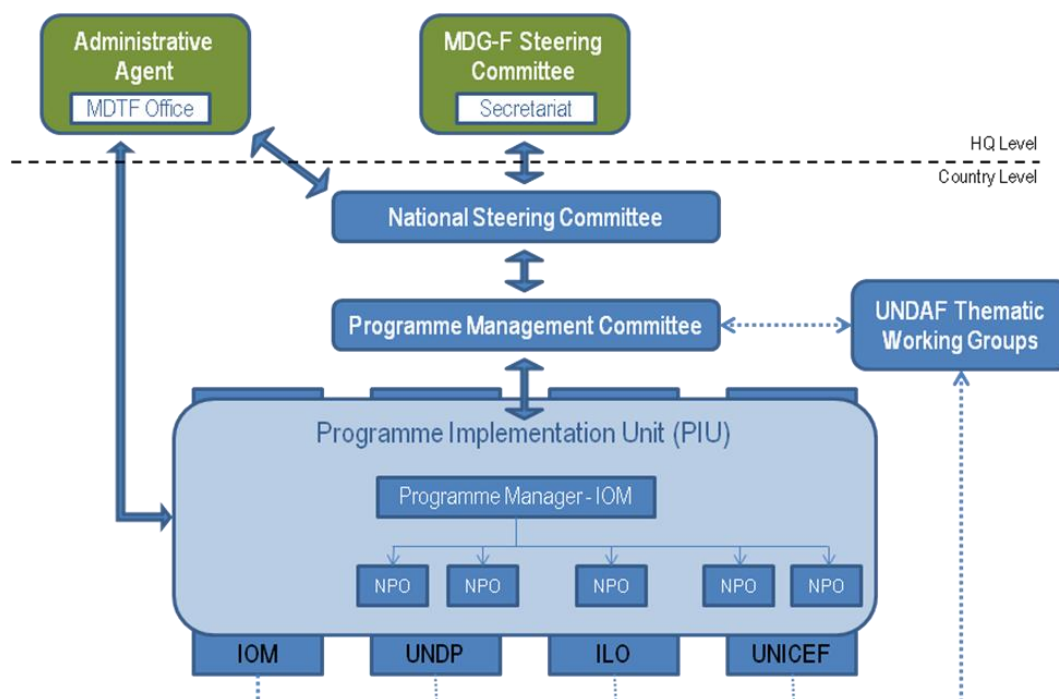
**b. National Technical Team (NTT)**

The NTT will consist of the Programme Manager (in the capacity of Migration Expert) and five additional technical experts:

- Employment Adviser - ILO
- Social Policy Adviser - UNDP
- Employment Adviser - UNDP
- Youth Adviser (50%) - UNICEF
- Child Protection Adviser (30%) - UNICEF

The technical specialists will be employed under a fixed-term United Nations standard employment contract of National Professional Officer, which include access to all social security and other benefits (i.e. staff health insurance, UN pension fund, paid annual and sick leave).

A visual depiction of the coordination mechanism is provided below:



## **6. Fund Management Arrangements**

The fund management arrangements will follow the guidelines of the MDG-F Operational Guidance Note for the Participating UN Organizations (MDG-F, 2 October 2007). The administration of the Joint Programme follows the Pass-Through fund management option, in accordance with the planning and financial procedures as explained in the United Nations Development Groups (UNDG) Guidance Note on Joint Programming. As per these guidelines, the arrangements for management, review and coordination should be documented, including the roles and responsibilities of the Administrative Agent (AA).

UNDP will act as AA for the Joint Programme in accordance with the policy of 26 June 2007 on “Accountability when UNDP is acting as AA in UNDP Multi-Donor Trust Funds and/or UN Joint Programmes”. As per this policy, accountability for UNDP’s AA function rests with the Executive Coordinator of the Millennium Development Trust Fund (MDTF) Office. However, specific tasks related to the Administrative Agent role can be performed by UNDP Resident Representative with explicit delegation and authorization from the Executive Coordinator of the MDTF Office. The AA will be responsible for:

- Disbursing approved resources to the participating UN organizations
- Consolidating the Joint Programme narrative report with financial reports from Participating UN Organizations (including analysis of financial and narrative data)
- Providing narrative reports to the National Steering Committee
- Providing the Consolidated Joint Programme Progress Reports, and other reports as appropriate to the donor, i.e. the Fund Steering Committee through the Secretariat
- Streamlining the reporting systems and harmonizing reporting formats based on joint programming best practices
- Facilitating the work of the participating UN organizations to ensure adherence to a results based reporting structure around outcomes and outputs
- Ensuring that fiduciary fund management requirements are adhered to fully

Each participating Agency assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the Agency’s own applicable regulations.

Each Agency will establish a separate ledger account for the receipt and administration of the funds disbursed by the Administrative Agent. The participating Agencies will provide certified financial reports according to the budget template provided in the MDG-F Operational Guidance Note issued by the MDTF Office. They



will deduct their indirect costs on contributions received not exceeding 7% of the Joint Programme budget in accordance with the provisions of the MDG-F Memorandum of Understanding signed between the Administrative Agent and participating Agencies.

Instalments will be released in accordance with the annual workplans approved by the NSC. The release of funds is subject to meeting the minimum commitment threshold of 70% of the previous funds released to the participating Agencies combined. If the 70% threshold is not met for the Programme as a whole, funds will not be released to any Agency, regardless of the individual agency's performance.

The following year advance can be requested at any point after the combined commitment against the current advance has exceeded 70% and the workplan requirements have been met. If the overall commitment of the Programme reaches 70% before the end of the twelve-month period, the participating Agencies may – after endorsement by the NSC – request the MDTF Office through the Resident Coordinator to release the next instalment ahead of schedule.

## **7. Feasibility, Risk Management and Sustainability of Results**

The Programme will ensure full ownership through commitment at central and local levels in terms of development of standards for service provision and engagement of national institutions on replication of action-oriented programmes. The sustainability of the JP is ensured in four ways:

1. The JP is in line with government policy priority to improve youth employment prospects as a means to reduce poverty and safe resettlement of returnees
2. All activities and financial mechanisms will be integrated into policy and programme development, thereby ensuring replication and long-lasting impact of the resources provided by the JP
3. The JP will develop models and tools for employment and social services, which can be replicated on a wider scale to tackle social exclusion and labour market disadvantages
4. The JP will advocate for the inclusion of youth, employment and migration measures into regional policies and private sector development plans, as well as into donor strategies

Potential risks to achieving Programme objectives relate mainly to external geopolitical factors that may partly divert the attention of policy-makers from youth employment and migration issues (medium risk), especially with regard to readmission measures for the most disadvantaged re-turning young migrants (high risk). Political changes, turnover of local staff may also affect the implementation of the JP (medium risk). Partner institutions and organizations may fail to honour commitments taken for the implementation of the JP (low risk). Table 3 below provides the assessment of the main risks and suggests countering strategies.

**Table 3: Risk Assessment and Countering Strategy**

Risk	Risk Level	Countering Strategy
Readmissions measures do not reach the most disadvantaged re-turning young migrants.	High	To reduce the risk associated with the effectiveness of readmission measures with regard to the most disadvantaged young returnees, the JP will engage in the development of an outreach strategy as well as the design and implementation of targeted measures that combine employment and social services. These measures will be tailored to the needs of the target population to address the disadvantages that cumulate on many young returnees.
Geopolitical factors may partly divert the attention of policy-makers from youth employment and migration issues	Medium	The youth employment policy development work that is currently being undertaken by an inter-institutional working group with the technical support of the ILO and the elaboration of a labour migration policy that will be supported by the IOM will help keep youth employment and migration issues high in the policy agenda of the government of Serbia. To ensure that youth employment and migration do not remain confined to a few line Ministries, the JP will engage all agencies that have a role to play on youth employment promotion. The involvement of the PRS implementation focal point will ensure that youth employment and migration issues become priority, in a coherent fashion, of national development frameworks and plans.
Turnover of staff within local institutions and agencies may affect the implementation of the JP	Medium	The human resources development approach of the Joint Programme will be negotiated with central and local governments so that they commit to job tenure of civil servants, particularly those involved in the implementation of the same Programme. This will imply that: a) human resources are made available to implement the Programme, and b) necessary measures are taken to minimize civil servants turnover in the short- and medium-term.
The adoption of the youth employment policy of Serbia and accompanying national action plan is delayed	Low	The key pillars of the youth employment policy and action plan of Serbia have been discussed and agreed upon by the representatives of the Ministry of Economy and Regional Development, Ministry of Youth and Sports, Ministry of Labour and Social Policy, the National Employment Service, workers and employers organizations. These pillars are in line with the principles set forth by all key development strategies and policies of the Serbian Government. Delays in the formal endorsement of the youth employment policy and action plan will not jeopardize the implementation of the Joint Programme as this will benefit from –and contribute to– the ILO project on youth employment. In addition, the funding for the implementation of active labour market programmes targeting youth has already been set aside for the next budgetary period.
Partner institutions and organizations fail to honour JP commitments	Low	The JP will ensure the commitment and ownership of the central and local institutions to the envisaged outcomes, outputs and activities through active involvement of partner institutions, stakeholders and other organizations in the planning and implementation of the whole Programme.

In order to minimize the risks, it is important to ensure the strong ownership of the Government of Serbia to the envisaged outcomes, outputs and activities as primary means to achieve sustainability. The commitment to advance reforms is central to the overall success of the Programme. In addition, the human resource development

strategy of the Joint Programme requires a commitment of central and local government to ensure job tenure of civil servants, particularly those involved in the implementation of the same Programme. This will imply that human resources are made available to implement the Programme and that necessary measures are taken to minimize civil servants turnover in the short and medium term. Finally, it is of the utmost importance that the Programme is implemented in a transparent manner and on the basis of pre-established criteria that are developed through consensus of all parties involved in or affected by the Programme. In this respect, the beneficiaries of the measures envisaged under JP Outcome 3 will be identified on the basis of the eligibility criteria that will be established by the local authorities.

## **8. Accountability, Monitoring, Evaluation and Reporting**

The participating Agencies are committed to achieve the specific and measurable results of the Programme as depicted in Table 4 below. Monitoring and evaluation will be conducted in accordance with the Programme Monitoring and Evaluation Plan and be subject to each Agency's regular internal audits. The MDTF Office is responsible for producing the annual Consolidated Joint Programme Progress Report, which will consist of three parts:

- *Management Brief:* The Management brief consists of analysis of the certified financial report and the narrative report. The management brief will identify key management and administrative issues, if any, to be considered by the NSC.
- *Narrative Joint Programme Progress Report:* This report is produced according to the integrated Joint Programme reporting arrangement. It will be reviewed and endorsed by the PMC before it is submitted to the MDTF Office on 28 February of each year.
- *Financial Progress Report:* Each Participating UN Organization will submit to the MDTF Office a financial report stating expenditures incurred during the reporting period. The deadline for this report is 31 March of each year.

A JP monitoring and evaluation system will be designed to assess the performance of the programme in terms of relevance, effectiveness, efficiency and impact. Two main means will be used as the basis for monitoring the progress of programme implementation: 1) detailed annual work plans and 2) field visits. The workplan will give indications of the activities to be implemented by each Agency. It will describe in detail the required inputs and the expected results within a given timeframe. The managers of each Agency, as well as experts of the ILO, will carry out field visits at regular intervals to verify the progress and interact with the target group. This will help assess how the programme is affecting these groups (directly or indirectly, positively or negatively).

Quarterly status reports will be prepared by each Agency together with their government counterparts according to the Implementation Guidelines developed at

inception. The IOM will consolidate such reports and submit them to the PMC and the UN Resident Coordinator. Quarterly updates will be made available to the donor.

The Joint Programme will be subject to a mid-term review and to a final evaluation to assess the relevance and effectiveness of the intervention and to measure the results, on the basis of the indicators of achievement. In addition, activities carried out by the participating Agencies will be subject to internal and external audit in line with their respective financial rules and regulations.

**Table 4: Programme Monitoring Framework (PMF)**

Expected Results (Outcomes & Outputs)	Indicators (with Baselines & Indicative Timeframe)	Means of Verification	Collection Methods (with Indicative Timeframe & Frequency)	Responsibilities	Risks & Assumptions
<p><b>1. Youth employment and migration policy objectives are included into national development strategy</b></p> <p>1.1. Knowledge base on youth employment and migration improved to inform national development strategy and action plans</p> <p>1.2. Policy on management of labour migration, including returns of young Serbs, developed and linked to employment policy and strategies</p> <p>1.3. Youth employment and migration targets included in national development strategy</p>	<p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>• Number of key indicators of the youth labour market, including informal employment and migration regularly collected and used in policy-making</li> <li>• Labour migration policy and action plan with specific priorities and outcomes, which are aligned with national MGD indicators, adopted by the Serbian Government</li> <li>• Number of measurable targets on youth employment and migration included in the national development strategy and budgetary planning framework</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>• The bulletin of the annual labour force survey does provide only a limited number of youth labour market indicators. These are (from LFS 2007): <ul style="list-style-type: none"> <li>○ Youth labour force participation (by sex)</li> <li>○ Youth employment rate (by sex)</li> <li>○ Youth unemployment rate (by sex)</li> <li>○ Youth inactivity rate (by sex)</li> </ul> </li> <li>• No reliable data on international migration flows of young people</li> <li>• Data on internal migration collected through the Labour Force Survey is not published</li> <li>• National baselines for Serbia are not available for several indicators for several MDGs (1, 2 and 3) due to lack of data</li> <li>• No labour migration strategy or policy exist in Serbia</li> <li>• No measurable target on youth employment included in the National Economic Strategy nor in the budgetary planning framework (Memorandum on Budget, Economic and Fiscal policy)</li> <li>• No measurable targets on migration included in national strategies</li> <li>• Little involvement of civil society in shaping national development strategies</li> </ul> <p><b>Timeframe:</b> 2009-2011</p>	<p>Annual LFS data</p> <p>PRS progress reports</p> <p>Memorandum on budget, economic and fiscal policies</p> <p>Published government policies, strategies and plans</p>	<p>Annual Bulletin LFS</p> <p>Report on the Implementation of the Poverty Reduction Strategy in Serbia</p> <p>Official reports of the Government of Serbia (Official Gazette)</p> <p>Annual and quarterly JP Progress reports</p> <p>Monitoring, mid term review and final evaluation reports</p>	<p>Participating Agencies and Government partners</p>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Political and economic shocks shift the attention of policy-makers away from employment and migration issues</li> <li>• Insufficient resources are allocated to the monitoring of statistical indicators</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• No major institutional change occurs during the implementation of the project</li> <li>• Sufficient resources are invested in the development of statistical indicators to monitor the performance of Serbia</li> <li>• The commitments taken at policy level are executed at local level</li> <li>• There is a reliable and timely flow of information and data among central and local labour market institutions, the Statistical Office and other labour market information providers</li> </ul>

Expected Results (Outcomes & Outputs)	Indicators (with Baselines & Indicative Timeframe)	Means of Verification	Collection Methods (with Indicative Timeframe & Frequency)	Responsibilities	Risks & Assumptions
<p><b>2. National institutions develop integrated labour market and social services that meet employment and migration policy objectives targeting disadvantaged young women and men</b></p> <p>2.1. A system integrating labour market, migration and social services for youth established and functioning</p> <p>2.2. The capacity of the National Employment Service, Ministry of Labour and Social Policy and National Youth Office to deliver targeted youth employment and social services strengthened</p> <p>2.3. A long-term national financial mechanism to implement employment measures targeting disadvantaged youth established and implemented</p>	<p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>• Number of public service providers and type of services that are integrated to target the needs of disadvantaged youth</li> <li>• Number of disadvantaged and returning youth treated with targeted employment and social services, disaggregated by gender and rural / urban residence.</li> <li>• Number and cost-effectiveness of action-oriented programmes targeting disadvantaged youth, including young returnees, financed by the YEF (at both national and local level)</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>• Young people less than 30 years old account for 30.8% of the unemployed registered with the NES (44.5% men and 55.5% women). (NES 2007)</li> <li>• The share of young people less than 30 years old treated by NES with employment services and programmes represents 41.7% of all unemployed treated (NES 2007)</li> <li>• Data disaggregated by youth on accessing migration services currently does not exist.</li> <li>• Data disaggregated by youth (15-24) benefitting from social services does not currently exist at the national or local level</li> <li>• NES data on young people treated are not disaggregated by sex, age and type of labour market disadvantage</li> <li>• The share of young people less than 30 years old treated by NES with employment services and programmes was 41.7% of all unemployed treated (NES 2007)</li> <li>• Young unemployed (less than 30) who received low-intensity employment services (job search training, counselling and guidance) accounted for 79% of all youth registered as unemployed. (NES 2007)</li> </ul> <p><b>Timeframe:</b> 2009-2011</p>	<p>Report of government agencies</p> <p>Local government / treasury reports and records</p> <p>Records of central and local NES</p>	<p>Annual Reports of Government agencies (NES, CSW and YOs)</p> <p>Annual Report of the Government of Serbia</p> <p>Memorandum on Budget, Economic and Fiscal Policies</p> <p>Annual and quarterly JP Progress reports</p> <p>Monitoring, mid term review and final evaluation reports</p>	<p>Participating Agencies and Government partners</p>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Institutional changes and a negative economic cycle cause a loss of interest in the activities of the JP;</li> <li>• Turnover of policy makers and civil servants slow down JP activities</li> <li>• National institutions fail to agree on the integration of services</li> <li>• Local government and other participating institutions fail to honour the commitments taken</li> <li>• The private sector is reluctant to partner with the public administration</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• No major institutional change occurs during the implementation of the programme</li> <li>• National and local Government commits to participate in and contribute the activities of the JP</li> <li>• The private sector recognize the value added that CSR can bring to economic activities</li> <li>• Enterprises recognize –and contribute to address– the youth employment challenge in Serbia</li> <li>• The interventions designed attract groups at the margin of society</li> <li>• The economic cycle remains relatively stable throughout the programme</li> <li>• Young people are interested in and willing to take advantage of the services provided.</li> </ul>

Expected Results (Outcomes & Outputs)	Indicators (with Baselines & Indicative Timeframe)	Means of Verification	Collection Methods (with Indicative Timeframe & Frequency)	Responsibilities	Risks & Assumptions
<p><b>3. Integrated employment programmes and social services targeting young returnees and other disadvantaged young women and men implemented in three target districts</b></p> <p>3.1. Local partnerships for youth employment strengthened to coordinate implementation of employment programmes that are linked to social services (UNICEF)</p> <p>3.2. Integrated packages of active labour market measures implemented through the financing of the Youth Employment Fund (UNDP)</p> <p>3.3. Youth awareness raised on existing local services as well as on risks of irregular migration (IOM)</p>	<p><b>Indicators</b></p> <ul style="list-style-type: none"> <li>• Number of municipalities with a functional local partnership involving state institutions and social and private sector partners actively developing evidence-based policies used to prioritize and coordinate the implementation of employment programmes for disadvantaged youth that are linked to available social services</li> <li>• Number of municipalities successfully using a set of replicable resources to strengthen their ability to deliver integrated services to disadvantaged young men and women</li> <li>• Number of referrals of disadvantaged young women and men between CSW, NES branch offices and local youth offices demonstrating an improved mechanism for integrated service delivery</li> <li>• Number of disadvantaged young men and women utilizing targeted employment programmes and/or social services for the first time as a result of improved outreach activities of state institutions</li> <li>• Number of young women and men utilizing information available through pilot InfoPoints</li> <li>• Number of young women and men benefitting from Youth Office programs</li> <li>• Level of utilization of local DevInfo resources and reports for making evidence-based policies in the pilot municipalities</li> <li>• Number of young women and men benefitting from YEF interventions</li> <li>• Number of young men and women transited to decent jobs</li> <li>• Number of young Roma men and women transited to decent jobs</li> <li>• Number of young women and men with disabilities transited to decent jobs</li> <li>• Number of information packages disseminated</li> <li>• Number of disadvantaged young women and men informed about available services and safe migration</li> </ul> <p><b>Baseline</b></p> <ul style="list-style-type: none"> <li>• Existing inter-institutional coordination mechanisms, such as Local Social Policy Councils or Local Employment Councils, lack the diversity of membership and skills needed to fully address the issue of youth access to employment and social services</li> <li>• No reliable data is available on any existing ad hoc or formal referral procedures between CSW and NES branch offices targeting disadvantaged youth</li> </ul>	<p>Local government / treasury reports and records</p> <p>Records central and local NES</p> <p>Results of the impact evaluation of active labour market programmes</p>	<p>Annual and quarterly Progress reports</p> <p>Monitoring, mid term review and final evaluation reports</p> <p>Official Government Reports</p> <p>Survey on activity status of young participants to ALMPs</p> <p>Collection of data through pre and post visit reports</p>	<p>Participating Agencies and Government partners</p>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Institutional changes and a negative economic cycle affect the performance of local service providers;</li> <li>• Turnover of civil servants slow down JP activities</li> <li>• Local government and other participating institutions fail to honour the commitments taken</li> <li>• Young people are more attracted to employment in the informal economy</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• No major institutional change occurs during the implementation of the programme</li> <li>• The economic cycle remains relatively stable throughout the programme</li> <li>• Local government and service providers participate in and contribute the activities of the programme</li> <li>• The interventions designed attract groups at the margin of society towards employment and social services</li> <li>• The local economy is able to provide sufficient decent work opportunities</li> </ul>

	<ul style="list-style-type: none"> <li>• Case Management, although envisaged in newly adopted regulations, is not yet implemented in CSWs in Serbia</li> <li>• Annual operational plans and/or information outreach activities have yet to be implemented by CSWs, although envisaged in newly adopted regulations</li> <li>• Youth Offices lacking abilities to use different approaches in work with young people, including specific disadvantaged groups</li> <li>• Youth Offices' work not yet coordinated with other local institutions and not integrated into local communities' system</li> <li>• No reliable data on the impact of existing labour market programmes on young people</li> <li>• The employment rate after NES treatment is available only for job mediation and job fairs (no disaggregation by sex, age cohort, type of employment contract and conditions of work)</li> <li>• This rate was 18.5% in the district of Belgrade, 14% in South Backa and 17.6% in Pcinjski (NES 2007)</li> <li>• No information packages exist for young returnees and other disadvantaged youth informing them about employment, social services and youth migration issues</li> </ul> <p><b>Timeframe:</b> 2009-2011</p>				
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## **9. Ex-Ante Assessment of Crosscutting Issues**

### ***9.1. International Labour Standards on Youth Employment***

Protection of youth and employment promotion are two major aspects that are reflected in a number of international labour standards. While most international labour Conventions are applicable to young people, some are particularly important as they address fundamental human rights at work or contain provisions specific to youth employment.

The Republic of Serbia has ratified the two fundamental ILO Conventions that contain provisions aimed at protecting young people against hazardous or exploitative activities or conditions of work. The *Minimum Age Convention, 1973 (No. 138)*, requires the setting not only of a general minimum age for admission to work – which cannot be less than 15 years of age – but also of a higher minimum age of 18 years for admission to work likely to jeopardize the health, safety or morals of young persons. The *Worst Forms of Child Labour Convention, 1999 (No. 182)*, aims for its part at putting an end to the involvement of all persons under 18 years of age in the harmful activities it lists. In addition, many ILO instruments call for specific protective measures for young workers – i.e. workers who have not attained 18 years of age – in terms of working conditions and occupational safety and health. Some are especially designed for that purpose, such as Conventions and Recommendations on night work or medical examination of young persons. A number of instruments of general application provide for special measures for young workers. This is the case, for instance, of the instruments on occupational safety and health, which contain provisions to prevent or limit the exposure of young people to specific occupational hazards.

Notwithstanding the fact that these principles are part of the labour law of Serbia, their enforcement is still lagging behind. In this respect, the JPD will promote the enforcement of international principles in the work on policy and institutional strengthening, as well as in the implementation of measures targeting disadvantage youth.

The *Employment Policy Convention, 1964 (No. 122)*, is the main international instrument for employment promotion. Its accompanying Recommendations call for “special priority” to be given to “measures designed to remedy the serious, and in some countries growing, problem of unemployment among young people”. They also detail special measures that should be taken to assist young people in finding their first job and to ease the transition from school to work. The latter should be “carefully monitored to ensure that they result in beneficial effect on young people’s employment” and should be consistent with the conditions of employment established under national law and practice. The *Employment Service Convention, 1948 (No. 88)* provides for special arrangements for youth to be initiated and developed within the framework of the employment and vocational guidance services. The *Employment Service Recommendation, 1948 (No. 83)*, adds that special efforts should be made to encourage young people to register for employment and to attend employment interviews.

In early 2008, the Ministry of Economy and Regional Development has engaged in the preparation of a modern employment promotion law. The JP will uphold the employment promotion principles of international labour standards and support both policy and institutional reforms. This will promote sustainability of the main measures envisaged under the Programme and will contribute to shaping an active policy on employment, including provision addressing the aspirations of young people to get and maintain a decent job.

## **9.2. Gender Equality, Rural / Urban Divide and Poverty**

International migration has generated both opportunities and constraints for households and in particular for women. Migration has been for years a coping strategy to counter unemployment and poor quality jobs. Data on poverty indicate that the categories of the population facing higher risk of poverty are the unemployed, the less educated, members of large households and people living in rural areas and engaging in own account farming, especially in the Southern part of the country.

Migration and the flow of remittances partly explain the changes in poverty rates, especially in the rural areas. However, while temporary and permanent migration have a positive impact on household consumption, rural poverty is declining at a much slower pace than urban poverty, due to the negative impact on agricultural production caused by the loss of rural labour.

The Joint Programme will address equal opportunities and gender equality issues by:

1. measuring the different impact of joblessness and un(der)employment on young men and women and how these affect the respective propensity to migrate
2. assessing the relative impact of active labour market programme on young men and women with a view to inform policy development
3. ensuring equal opportunities to both Serbian and ethnic minority men and women in programme activities, and
4. promoting affirmative action-type measures when the baseline show a clear disadvantage of one of the sexes/ethnic minorities compared to the other

## **9.3. Social Dialogue**

In recent years youth employment has become a policy priority for employers' organizations and trade unions alike. The policy prescriptions advocated by the social partners differ on a number of counts, but there is a common concern about the socio-economic costs of joblessness and underemployment among young people. As main actors in the labour market, employers' and workers' organizations have a key role to play in the design and implementation of policies and programmes leading to decent work for young people.

Despite some progress, social dialogue in Serbia remains weak. Tripartite bodies have been set up both at central and local levels, but they are mainly limited to consultative functions and negotiations take place very rarely. The Joint Programme will promote social dialogue by strengthening the capacity of employers' and workers' organisations to shape the youth employment agenda and to bring issue of equality of access and of opportunities in the labour market at the forefront of policy making.

Specifically, employers' and workers' organizations will be involved in embedding youth employment and migration targets into the national development strategy and in the development of programmes targeting young returnees and other disadvantaged youth on a local level. In addition, the social partners will:

1. as members of the Local Councils, play a role in the identification of priority areas of intervention
2. participate to the design, monitoring and evaluation of active labour market programmes, and
3. engage in the development of PPPs for youth employment

## 10. Legal Context or Basis of Relationship

The UNCT in Serbia is comprised of 18 resident agencies (funds, organizations and agencies) and 1 associated agency. All JP partner organizations are part of the UNCT. They are all also members of the UN Thematic Working Group on Youth that supported the development of the MYS' National Youth Strategy. In addition, IOM and UNDP are members of the MLSP Readmission Working Group, with IOM additionally participating in the Task Force on Readmission.

The legal agreement between the Government of Serbia and each of the participating agencies is summarized in the table below:

Participating Agency	Agreement
ILO	The assistance envisaged in this JPD is part of the Programme of Cooperation between the Government of Serbia and the ILO for the period 2008-2011. The Decent Work Country Programme between the Government of Serbia and the ILO Subregional Office for Central and Eastern Europe, based in Budapest – Hungary, was signed on 4 December 2008.
IOM	IOM's presence and involvement in this activity is governed by the 'Agreement between the International Organization for Migration and the Federal Republic of Yugoslavia on the Privileges and Immunities of this Organization' signed on 14 September 1994.
UNDP	This joint project document shall be the instrument referred to such as in Article 1 of the Standard Basic Assistance Agreement (SBAA), signed on 24 March 1988 between UNDP and the Government.
UNICEF	The assistance envisaged in the JPD is regulated by the Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 20 November 1947, which provides the basis of the relationship between the Government and UNICEF.

The ILO, IOM and UNICEF have signed, as participating Agencies, a Memorandum of Understanding regarding the Operational Aspects of the UNDP-Spain Millennium Development Goals Achievement Fund (MDG-F) and, therefore, have agreed that the United Nations Development Programme (UNDP) serves as the Administrative Agent responsible for the administration of the MDG-F. Each Agency will carry out the Joint Programme activities in accordance with the regulations, rules, directives and procedures applicable to it. Accordingly, personnel shall be engaged and administered, equipment, supplies and services purchased, and contracts undertaken, in accordance with the provisions of such regulations, rules, directives and procedures.

On the termination or expiration of this Agreement, the matter of ownership shall be determined in accordance with the regulations, rules, directives and procedures applicable to the participating Agencies, including, where applicable, its basic agreement with the Government concerned.

## Annex 1 – MDG Youth Employment and Migration – Serbia Work Plan and Budget (Year 1)

Annual Targets	Activities	Time Frame				UN Agency	Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4			Source of Funds	Budget Description	Amount (\$)
<b>UNDAF Outcome 3.1: Sustainable Development Plans that Effectively Respond to the Need of People, Communities and Promote Rural Development</b>										
<b>Joint Programme Outcome 1: Youth Employment and Migration Policy Objectives are Included into National Development Strategy</b>										
<b>1.1. Knowledge base on youth employment and migration improved to inform national development strategy and action plans</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>15 statistical indicators on youth employment, informal employment and internal migration developed and used for policy-making purposes by the end of the first year of the JP</li> <li>One survey on international migration patterns of Serbian youth conducted by the end of the first year of the JP</li> <li>At least 5 key youth migration indicators developed and used for policy making purposes at both the national and local level by the end of the first year of the JP</li> <li>At least 10 key indicators for youth social protection developed and used for policy making purposes at both the national and local level by the end of the second year of the JP</li> <li>DevInfo database system and data collection processes upgraded with the integration of new sets of indicators on youth employment, migration and social protection by the end of the second year of the JP</li> </ul>	1.1.1 Adapt the ILO school-to-work survey methodology to collect and analyze data on youth transition to decent work, informal employment and migration					ILO	MERD	MDG-F	National Project Officer (NPO) Administrative Assistance International Consultants Mission ILO Experts Contracts (LSF Youth Module) Training Translation Office Equipment Other Office Expenditures AMS (7%) <b>Total</b>	26,532 3,480 4,680 4,100 50,000 10,000 10,000 2,500 6,000 8,210 <b>125,502</b>
	1.1.2 Develop a research instrument, establish sampling procedures and survey modalities and conduct survey to detect youth emigration flows and returns as well as existing measures to support reintegration of returnees into the labour market					IOM	RSO	MDG-F	Mission Admin Support International Consultants Research Translation Vehicle Costs IT Equipment Maintenance Other Office Expenditures AMS (7%) <b>Total</b>	20,448 5,000 50,000 2,000 1,360 400 2,000 5,685 <b>86,893</b>
	1.1.3 Organize training workshops for representatives of institutions mandated to address emigration and returns as well as representatives of young people to identify key youth migration indicators for policy making and systematic monitoring purposes					IOM	IOM	MDG-F	Training AMS (7%) <b>Total</b>	15,000 1,050 <b>16,050</b>

	1.1.4 Establish national team to define national and local set of youth indicators and meta data (primarily on development of youth social protection indicators and integration of youth employment and migration indicators) and develop guidance for their collection and reporting on the national and local level					UNICEF	RSO (in partnership with MLSP and MYS)	MDG-F	Local IP AMS (7%) <b>Total</b>	15,000 1,050 <b>16,050</b>
<b>1.2. Policy on management of labour migration, including returns of young Serbians, developed and linked to employment policy and strategies</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>An inter-institutional working group established to design a labour migration policy and national action plan by the end of the first year of the JP</li> <li>A policy on labour migration and an accompanying action plan with specific priorities and outcomes adopted by the Serbian Government by the end of the JP</li> </ul>	1.2.1 Establish inter-institutional working group, provide technical assistance and organize a strategic planning workshop to define its role, tasks and responsibilities					IOM	MERD, MYS, MLSP and MHMR	MDG-F	Mission Admin Support Tech. Support to Working Group Vehicle Costs IT Equip Maintenance Other Office Expenditures AMS (7%) <b>Total:</b>	10,224 10,000 680 400 2,000 1,631 <b>24,935</b>
	1.2.2 Review administrative, operational and legal aspects of labour migration management in Serbia and identify / analyze best EU / international practices on labour migration and legislation						IOM	IOM	MDG-F	Int'l Consultants AMS (7%) <b>Total:</b>
<b>1.3. Youth employment and migration targets included in national development strategy</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>An advocacy campaign conducted by the end of the first year of the JP by organizations representing the interests of young people to prioritize youth employment and migration targets in national development policies</li> <li>Youth employment targets are included in national development strategies and budgetary planning frameworks by the end of the first year of the JP</li> <li>Youth migration targets are included in national development strategies and budgetary planning frameworks by the end of the first year of the JP</li> </ul>	1.3.1 Design and conduct an advocacy campaign in partnership with a Serbian CSO on key issues related to youth employment and migration					UNDP	MYS	MDG-F	National NGO Advocacy Initiative Employment Adviser NPO Social Policy Project Assistant Finance Associate Office Expenses Travel Miscellaneous AMS (7%) <b>Total:</b>	110,000 3,000 3,800 2,500 2,700 900 1000 500 8,708 <b>133,108</b>
	1.3.2 Include youth employment targets into national policy and budgetary planning framework						ILO	MERD	MDG-F	Local Experts International Experts Training Translation Miscellaneous AMS (7%) <b>Total:</b>

	1.3.3 Based on the indicators developed under JP Outputs 1.1 and 1.2, provide technical assistance to develop and embed measurable migration targets for national strategies					IOM	IOM	MDG-F	International Consultant Local Consultant Technical Expert (YEM Targets) Mission Admin Support Vehicle Costs IT Equip Maintenance Other Office Expenditures AMS (7%) <b>Total:</b>	5,000 3,000 18,000 10,224 680 400 1,000 2,681 <b>40,985</b>
<b>UNDAF Outcome 3.7: Improved Network of Employment Services and Strengthened Employment Promotion Policies</b>										
<b>Joint Programme Outcome 2: National Institutions Develop Integrated Labour Market and Social Services that Meet Employment and Migration Policy Objectives Targeting Disadvantaged Young Women and Men</b>										
<b>2.1. A system integrating labour market, migration and social services for youth established and functioning</b>	2.1.1 Develop and operationalize integrated service delivery system					ILO	MERD	MDG-F	National Project Officer (NPO) Administrative Assistance Local Experts International Experts Training Translation Contracts (Rsrch Best Practices) Contracts (Intg. Service Delivery) Contracts (Dev. of Proc./Tools) Mission ILO Experts AMS (7%) <b>Total:</b>	26,532 3,480 5,000 9,750 20,000 10,000 20,000 35,000 12,038 8,200 10,500 <b>160,500</b>
<b>Target</b>										
<ul style="list-style-type: none"> <li>An integrated service delivery system that reaches out to disadvantaged youth is developed and operationalized by end of month 18 of the JP</li> </ul>										
<b>2.2. The capacity of the National Employment Service, Ministry of Labour and Social Policy and national Youth Office to deliver targeted youth employment and social services strengthened</b>	2.2.1 Provide technical assistance to NES for the development of tools and techniques to implement referral of disadvantaged and discouraged youth, especially young returnees					ILO	NES	MDG-F	Local Experts International Experts Training Contracts (Dev. of NES Tools) Translation Mission ILO Experts Office Expenses In-Country Travel Miscellaneous AMS (7%) <b>Total:</b>	10,000 10,000 10,000 50,000 5,000 4,100 6,000 2,400 2,500 7,000 <b>107,000</b>
<b>Targets:</b>										
<ul style="list-style-type: none"> <li>A referral system for integrated service delivery that targets disadvantaged youth developed and in use by the NES by the end of the second year of the JP</li> </ul>										

<ul style="list-style-type: none"> <li>A referral system for integrated service delivery that targets disadvantaged youth developed and in use by the CSW by the end of first year of the JP</li> <li>A referral mechanism to employment and social services that targets disadvantaged youth developed and in use by the MYS and relevant Youth Offices by the end of the second year of the JP</li> </ul>	2.2.2 Methodology, guidelines and minimum content requirements of annual operational action plans of CSWs agreed by MLSP and elaborated in Handbook for operational planning for CSWs (with emphasis on referral and information outreach)				UNICEF	MLSP	MDG-F	NPO Child Protection Specialist Senior Program Assistant Local Consultant Expert Local IP AMS (7%) <b>Total:</b>	8,400 6,000 10,000 15,000 2,758 <b>42,158</b>
	2.2.3 Define mandates of Youth Offices in increasing employability and social cohesion of disadvantaged youth and develop youth-friendly guide through referral system.				UNICEF	MYS	MDG-F	NPO Youth Programme Assistant Local Consultant Local IP AMS (7%) <b>Total:</b>	12,000 6,000 4,000 8,000 2,100 <b>32,100</b>
<b>2.3. A long-term national financial mechanism to implement employment measures targeting disadvantaged youth established and implemented</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>By the end of the JP, the Youth Employment Fund (YEF) finances employment interventions to smooth the transition to decent work of young returnees and other disadvantaged youth</li> <li>A monitoring system to assess performance and cost-effectiveness of active labour market programmes developed and in use by labour market institutions by the end of the JP</li> <li>A framework for PPPs for youth employment developed and in use by labour market institutions by the end of the second year of the JP to mobilize resources for youth employment</li> <li>10 private enterprises are contributing to selected youth employment initiatives through CSR by the end of first year of the JP</li> </ul>	2.3.1 Expand coverage of the Youth Employment Fund to finance youth employment interventions targeting young returnees				ILO	MERD/NES	MDG-F	International Experts Training Contract (Mgmt. Procedures) Translation Staff Coaching AMS (7%) <b>Total</b>	10,000 10,000 40,000 5,000 5,000 4,900 <b>74,900</b>
	2.3.2 Design performance system for NES, assess cost-effectiveness of ALMPs, refine and expand financial mechanism for long-term replication with public funding as well as public-private partnerships				ILO	MERD/NES	MDG-F	Local Experts International Experts Training Contract (Design Perf. System) Contracts (Cost-Benefit Analysis) Contract (1st Performance Cycle) Translation Mission ILO Experts AMS (7%) <b>Total</b>	6,800 10,000 10,000 25,000 15,000 20,000 5,000 8,200 7,000 <b>107,000</b>
	2.3.3 Build capacity of labour market institutions to design a framework for the development and management of PPPs on youth employment				ILO	MERD/NES	MDG-F	Local Experts International Experts Translation Contract (Publications) Mission ILO Experts AMS (7%) <b>Total</b>	10,000 10,000 10,000 11,800 8,200 3,500 <b>53,500</b>



	2.3.4 Analyze the needs of enterprises and innovative PPP practices, promote opportunities for PPPs in youth employment through the YEF and ensure visibility of successful PPP models					UNDP	MERD/NES, MLSP and Global Compact	MDG-F	CSR Research Employment Adviser NPO Social Policy Project Assistant Finance Associate Equipment UNDP Printing Office Expenses Car Fuel and Maintenance AMS (7%) <b>Total:</b>	20,000 14,000 7,600 5,000 5,400 340 8,000 2,000 4,000 2,000 4,784 <b>73,124</b>
<b>UNDAF Outcome 3.1: Sustainable Development Plans that Effectively Respond to the Need of People, Communities and Promote Rural Development</b>										
<b>Joint Programme Outcome 3: Integrated Employment Programmes and Social Services Targeting Young Returnees and Other Disadvantaged Young Women and Men Implemented in Three Target Districts</b>										
<b>3.1. Local partnerships for youth employment strengthened to coordinate implementation of employment programmes that are linked to social services</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>At least 6 municipalities in the three target districts develop evidence-based policies and strategies on youth employment, migration and social protection by the end of the of the JP</li> <li>Local coordination mechanisms in at least 6 municipalities in the three target districts prioritize youth employment interventions to be financed by the YEF and other sources by the end of the first year of the JP</li> <li>CSWs covering all key municipalities in all the three target districts use referral and information outreach methods targeting disadvantaged youth by end of second year of the JP</li> <li>CSW and NES branch offices covering all key municipalities in the three target districts deliver</li> </ul>	3.1.2 Conduct an assessment of the capacity of Local Councils to address youth employment challenges at local level and provide mentoring and training to improve their capacities as a local coordination mechanism for employment programmes that are linked to social services and interventions under the YEF					UNDP	CSW, NES, MLSP, MERD, Municipal Governments, Private Sector Companies	MDG-F	Mentoring Local Councils Training Local Councils Assessment NPO Social Policy Employment Adviser Project Assistant Finance Associate Supplies Equipment Travel Miscellaneous AMS (7%) <b>Total:</b>	41,500 5,000 13,250 26,600 4,000 2,500 4,050 1,500 4,000 2,000 500 7,343 <b>112,243</b>
	3.1.3 Build capacity of CSWs in the implementation of new Rulebook with an emphasis on areas central for ensuring effective referral and information-outreach (case-management training, annual planning training, information outreach training and advisory support)					UNICEF	MLSP	MDG-F	NPO Child Protection Specialist Senior Program Assistant Local Consultant Local IP In-Country Training Fuel and Maintenance Staff Travel AMS (7%) <b>Total:</b>	8,400 6,000 10,000 20,000 67,000 1,500 2,000 8,043 <b>122,943</b>

<p>integrated services targeting disadvantaged youth by the end of the JP</p> <ul style="list-style-type: none"> <li>At least 6 Youth Offices autonomously manage InfoPoints that provide information to young women and men by the end of first year of the JP</li> <li>At least 6 Youth Offices demonstrate increased capacity to design and implement projects targeted towards disadvantaged youth providing direct benefit to at least 400 young men and women by the end of the JP</li> </ul>	<p>3.1.5 Identify appropriate InfoPoint model for Serbia, assemble all common data and information for InfoPoints and train Youth Office staff to manage and update the InfoPoint system</p>					UNDP	MYS	MDG-F	<p>Field Visits 500</p> <p>Study Visits 3,000</p> <p>Design and Testing of InfoPoints 25,000</p> <p>Training Youth Offices 19,000</p> <p>Equipment – Youth Offices 42,000</p> <p>NPO Social Policy 7,600</p> <p>Employment Adviser 3,000</p> <p>Project Assistant 3,750</p> <p>Finance Associate 5,400</p> <p>Equipment UNDP 3,000</p> <p>Office Expenses 500</p> <p>Printing 4,000</p> <p>Car 2,000</p> <p>Fuel and Maintenance 500</p> <p>Miscellaneous 1,500</p> <p>AMS (7%) 8,453</p> <p><b>Total 129,203</b></p>	
	<p>3.1.6 Provide training, technical support and guidance at 6 Youth Offices aimed at improving coordination at the local level</p>					IOM	IOM	MDG-F	<p>Capacity Building 36,000</p> <p>Mission Admin Support 10,224</p> <p>Vehicle Costs 680</p> <p>AMS (7%) 3,283</p> <p><b>Total 50,187</b></p>	
	<p>3.1.7 Increase capacities of 6 Youth Offices to design and implement projects targeted towards disadvantaged youth</p>					UNICEF	MYS		<p>NPO Youth Programme Assistant 6,000</p> <p>Local Consultant 2,000</p> <p>Training 5,000</p> <p>AMS (7%) 1,750</p> <p><b>Total 26,750</b></p>	
<p><b>3.2. Integrated packages of active labour market measures implemented through the financing of the Youth Employment Fund</b></p> <p><b>Targets:</b></p> <ul style="list-style-type: none"> <li>All NES branch offices in the 3 target districts</li> </ul>	<p>3.2.1 Assist NES to design integrated packages of gender-sensitive employment programmes targeting young returnees and other disadvantaged youth</p>					ILO	NES	MDG-F	<p>Local Experts 9,000</p> <p>International Experts 10,000</p> <p>Contract (Design of Packages) 50,000</p> <p>Contract (ALMP Monitoring) 50,000</p> <p>Translation 5,000</p> <p>AMS (7%) 8,680</p> <p><b>Total 132,680</b></p>	

<p>provide integrated packages of active labour market measures targeting young returnees and other disadvantaged youth through the funding of the YEF by the end of the second year of the JP</p> <ul style="list-style-type: none"> <li>• 1,750 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) are trained in occupations required by enterprises and 60% are employed in decent work by the end of the JP</li> <li>• Serbian government contributes at least 950,000 USD towards employment-oriented training programmes by the end of the JP</li> <li>• 1,000 disadvantaged youth (50% women, 20% Roma and 10% youth with disabilities) participate in work placement programmes and 60% are employed in decent work at the end of the JP</li> <li>• Serbian government contributes at least 650,000 USD towards work placement programmes by the end of the JP</li> <li>• 250 disadvantaged youth (50% women, 30% Roma and 5% youth with disabilities) receive self-employment assistance by the end of the JP</li> <li>• Serbian government contributes at least 300,000 USD towards self-employment initiatives by the end of the JP</li> </ul>	<p>3.2.2 Conduct employment-oriented training programmes, including remedial education, linked to the requirements of the labour market</p>				UNDP	MERD	MDG-F	<p>Roundtables/ Conf./ Meetings 5,000 Youth Employment Fund 203,000 Employment Adviser 8,000 Project Assistant 5,000 Finance Associate 5,300 Equipment 3,500 Supplies 500 Travel 3,000 AMS (7%) 16,331 <b>Total: 249,631</b></p>
	<p>3.2.3 Deliver work placement programmes raising private sector labour demand for young returnees and women</p>				UNDP	MERD	MDG-F	<p>Youth Employment Fund 100,000 Training 5,000 Employment Adviser 8,000 Project Assistant 5,000 Finance Associate 5,400 Equipment UNDP 3,000 Office Expenses 500 Travel 1,500 AMS (7%) 8,988 <b>Total: 137,388</b></p>
	<p>3.2.4a Support self-employment initiatives for disadvantaged youth, particularly returnees and women</p>				UNDP	MERD	MDG-F	<p>Youth Employment Fund 25,000 Training 5,000 Employment Adviser 4,000 Project Assistant 2,500 Finance Associate 2,700 Equipment UNDP 500 Office Expenses 500 AMS (7%) 2,814 <b>Total: 43,014</b></p>
	<p>3.2.4b Support employers in the implementation of gender-sensitive youth entrepreneurship and livelihood training, combining access to financial and non-financial services</p>				UNDP	MERD	MDG-F	<p>Youth Employment Fund 25,000 Employment Adviser 4,000 Project Assistant 2,500 Finance Associate 2,700 Equipment UNDP 500 Travel 2,000 AMS (7%) 2,569 <b>Total: 39,269</b></p>
<p><b>3.3. Youth awareness raised on existing local services as well as on risks of irregular migration</b></p>	<p>No activities planned for Year 1</p>				IOM		MDG-F	

Joint Programme Management, Coordination, Monitoring and Evaluation										
<b>JP Monitoring and Evaluation</b> (including lessons learned and results dissemination)  <b>Targets:</b> <ul style="list-style-type: none"> <li>A system of monitoring and evaluation is developed and used to assess the performance of the JP in terms of relevance, effectiveness, efficiency and impact by the end of the JP</li> </ul>	a) Develop JP monitoring and evaluation system and conduct first performance monitoring cycle					ILO	MERD	MDG-F	International Expert Contract (JP Monitoring System) Internal Travel Miscellaneous AMS (7%) <b>Total</b>	15,000 15,000 5,000 5,000 2,800 <b>42,800</b>
<b>JP Management and Coordination</b>  <b>Targets:</b> <ul style="list-style-type: none"> <li>A functioning and coordinated Programme Implementation Unit (PIU) established and operating throughout the life of the JP</li> </ul>	Programme Implementation Unit (PIU) established under the direction of the Programme Manager					IOM	ILO, UNDP, UNICEF	MDG-F	Int'l Project Manager Office Assistant Consumables Other office expenses Equipment AMS (7%) <b>Total</b>	108,000 32,400 1,200 4,800 5,000 10,598 <b>161,998</b>

UN Agency	Subtotal w/o Management Fee	Management Fee (7%)	Year 1 Total w/ Management Fee
IOM	366,120	25,628	<b>391,748</b>
Project Preparation /Formulation - IOM	5,395	378	<b>5,773</b>
ILO	783,392	54,837	<b>838,229</b>
UNDP	856,990	59,989	<b>916,979</b>
UNICEF	224,300	15,701	<b>240,001</b>
<b>TOTAL Year 1 Joint Programme</b>	<b>\$ 2,236,197</b>	<b>\$ 156,534</b>	<b>\$ 2,392,731</b>

## Annex 2

### PROGRAMME MANAGEMENT COMMITTEE MEETING

#### Support to National Efforts for the Promotion of Youth Employment and Management of Migration

UNDP Conference Room  
Internacionalnih Brigada 69, Belgrade  
13:30 22 October 2008

#### Participants:

Ljiljana Dzuver	Ministry of Economy and Regional Development
Miona Popovic	Ministry of Economy and Regional Development
Jasna Plavsic	Ministry of Human and Minority Rights
Vladan Bozanic	Republic Statistical Office
Zorica Labudovic	Ministry of Youth and Sports
Mirjana Arsic	Ministry of Youth and Sports
Dragan Djukic	National Employment Service
Tijana Mitrovski	National Employment Service
Natasa Cupac	Association of Employers
Sanja Paunovic	Trade Union
Gregoire Goodstein	International Organization for Migration
Lidija Markovic	International Organization for Migration
Valli Corbanese	ILO
Jelena Zajeganovic	UNICEF
Danilo Vukovic	UNDP
Nathan Koeshall	Formulation Expert

Ms. Slobodanka Radojko from the Ministry of Labour and Social Policy was not present at the meeting

#### Objective:

To review progress to date and endorse the Results Framework of the programme proposal for the [Spanish MDG fund \(thematic window on "Youth, Employment and Migration"\)](#).

#### Management Arrangement

The National Steering Committee (NSC) is mandated to provide oversight and strategic guidance and will consist of the representatives of the Spanish Embassy, UN Resident Coordinator and Mrs. Gordana Lazarevic on behalf of the Government of Serbia.

The Programme Management Committee's (PMC) role is to provide operational coordination to the JP. The membership consisted of participating Agencies (IOM, ILO, UNDP and UNICEF) and the Government counterparts.

## Notes:

- The Lead Agency briefly presented the process and further steps which are to be taken before the submission.
- The Joint Programme Document together with its supporting documentation should be submitted electronically by **October 30<sup>th</sup> 2008**.
- An NGO, “Center for Monitoring and Evaluation” was contracted to carry out a socio-economic assessment in 3 target districts (Pcinjski, South Backa and Belgrade). Upon the presentation of the assessment, the final narrative report was provided.
- The formulation expert, Mr. Nathan Koeshall, was contracted to work on the joint programme document. The Work Plan for Year 1 and the consolidated Results Framework were presented at the meeting.
- The official confirmation of the office space available within the MYS/MERD hasn't been received- the representatives of the MYS confirmed they were willing to offer one (1) office within their premises once they finalize the process of obtaining the official decision on the number of offices which will be provided for MYS. A previous ILO office obtained from MERD in the Palace of Serbia was kept and can be used for the MDG YEM programme.
- Mr. Koeshall presented the overview of the programme trying to focus on logical progression of its outcomes, inputs and outputs. The role of each agency and its implementation partner was clearly defined.
- Upon presentation, the floor was open for some additional questions, reactions, remarks.
- It was agreed that the gender aspect in the narrative part is to be addressed following the consultations with the UNDP Gender Advisor.
- As far as some of the activities listed in the RF are concerned, in terms of the impact evaluation of the active labour market programs, monitoring and evaluation component of the joint programme, representative of the RSO, Mr. Bozanic and Assistant Minister Ms. Dzuver (MERD) agreed to elaborate on the topic in more detail on some other occasion.
- Mr. Djukic from the NES underlined the importance of integrating social protection elements and active labour market measures.

## Further steps before the submission:

- 23 October – Draft Joint Programme Document will be sent to the NSC members
- 24 October – Gregoire Goodstein and Nathan Koeshall will brief Mr. Lance Clark
- 27 October – 1<sup>st</sup> meeting of the NSC
- Minutes from the 1<sup>st</sup> NSC meeting and the Cover Note prepared by the UN Resident Coordinator will be attached to the Joint Programme Document and submitted on 30 October 2008.
- PMC members have been asked to send any additional comment by 24 October 2008, closure of business.
- The Results Framework of the Joint Programme Document was endorsed by the PMC members.

## Annex 3

# Summary Notes for the National Steering Committee Meeting MDG Fund

13:30 - Monday, 27th October 2008  
United Nations Development Programme Office – Conference Room

## Agenda

1. Presentation of the National Steering Committee for the MDG-F Projects
2. Presentation by IOM and Formulation Expert on the Youth Employment and Migration JPD:
  - a. Objectives of the meeting
  - b. Dynamics of the JP related activities (past and present)
  - c. Short presentation of the JPD
3. Discussion related to the JPD (early comments)
4. Next Steps Prior to JPD Submission
5. AOB

## Participants

### *NSC Members*

1. Ambassador Inigo de Palacio Espana, Ambassador of Spain to Serbia
2. Ms. Gordana Lazarevic, Assistant Minister, Sector for Programming, Management of EU Funds and Development Assistance (DACU), Ministry of Finance
3. Mr. Lance Clark, United Nations Resident Coordinator for Serbia

### *Observers*

1. Ms. Dragana Curcija, Development Assistance Coordination Unit (DACU), Ministry of Finance
2. Mr. Gregoire Goodstein, Head of Mission, IOM
3. Ms. Borcka Jeremic, UN Country Team Coordination Officer
4. Mr. Nathan Koeshall, Formulation Expert for the MDG-F Youth, Employment and Migration Joint Programme Document (JPD)

## Summary of Discussion

1. Mr. Clark gave an overview of the MDG process that involves the submission of a concept note to the MDG- Secretariat and, upon approval, the development of a Joint Programme Document. He explained that the Youth, Employment and Migration JPD is the first in Serbia to go through the process. Three other Joint Programmes are in the process of being developed. The first has passed the concept note phase and is focused on Conflict Mitigation in southern Serbia. The second and third are both in concept note phase, with one being on Food, Nutrition and Children to be focused on the Roma population and the other on Private Sector Development to be targeted in eastern Serbia.
2. Mr. Clark explained that from the Concept Note phase, there have been few substantive changes to the concept, but that the formulation process for the JPD has focused on building out the idea and elaborating it more fully.

3. Mr. Goodstein explained that since the JPD is due for submission on Thursday, 30 October, that any written comments would be needed by COB Wednesday, 29 October.
4. Mr. Goodstein gave an outline of the consultative process that has taken place in the development of the YEM concept note and JPD. IOM is the lead agency, with ILO, UNDP and UNICEF as participating agencies. The Ministry of Economy and Regional Development is the lead government ministry for the project
5. Mr. Goodstein explained that a socio-economic survey was carried out by the Centre for Monitoring and Evaluation in the three target districts: Pcinjski, South Backa and Beograd and that a Formulation Expert was hired to craft the final JPD.
6. Mr. Goodstein explained that the JPD had already been presented to the Programme Management Committee (PMC) and that their feedback and comments have been incorporated into the JPD. He explained the roles and composition of the PMC and its relationship to the roles and composition of the National Steering Committee (NSC).
7. Mr. Goodstein reviewed the roles of the NSC in the approval of projects from a national level, as well as the role they play in approving budget changes, receiving and approving progress and work plans.
8. Mr. Goodstein laid out the expectation that the YEM JPD might be expected to receive approval within three months. A best case scenario would be that the programme could begin implementation by mid February 2008.
9. Ms. Lazarevic expressed her satisfaction that the YEM programme is moving forward since youth is one of the key vulnerable populations that the PRSP has pointed out should be targeted. She also expressed her pleasure that southern Serbia is an area for a future MDG programme, considering the success of the UNDP MIR 1 and MIR 2 projects and the need for a follow-up activity to this
10. Ms. Lazarevic pointed out the need to be sure that the JPD plans and schedule be compatible with two upcoming IPA projects: 1) Support for Implementation of the National Youth Strategy and Action Plan, and 2) Support for Implementation of the National Strategy for the Professional Rehabilitation of and Employment of Persons with Disabilities and National Action Plan. This is necessary to avoid overlaps, but that complementarities are achieved.
11. Ms. Lazarevic stressed the importance that the target beneficiary of the Youth Employment Fund (YEF) be those young people who have low education levels and need the most assistance in being able to successfully enter the labour market. It is important to explore further the role that the Ministry of Education could play in regard to the vocational and skills training to be delivered through the YEF.
12. Ms. Lazarevic mentioned the impact that the world economic crisis may have on migrants from Serbia living in Europe, many of whom work in the construction sector, a sector that has essentially come to a standstill. This economic reality may cause a more rapid return of some migrants back to Serbia.
13. Ms. Lazarevic asked from what source was the \$1.9 million that is being committed by the Government of Serbia to the JPD.
14. Mr. Goodstein replied that the Ministry of Economy and Regional Development has committed those funds.
15. Ambassador de Palacio Espana stated that the MDG-F Youth Employment and Migration Thematic Fund addresses two important goals of aims of the Spanish government. The first is the Alliance of Civilizations and the second is Spain's support for the One UN process.
16. Ambassador de Palacio Espana asked how many returning youth would be affected by the joint programme.
17. Mr. Koeshall took the opportunity to both answer the Ambassador's question as well as to provide an overview of the key elements of the JPD. He stated that 3,000 disadvantaged youth would ultimately benefit from the programme, with 1,650 young



people ending up with 'decent work' employment as a result of the Youth Employment Fund. He then explained that the comprehensive approach of the JPD will result in identifying and collecting key data indicators, ones that are not currently being tracked in Serbia, and will lead to the develop of a labour migration policy for Serbia as well as the integration of youth employment and migration issues into a number of national policies and planning frameworks. He described how the capacity building of the National Employment Service, the Centre for Social Work and the Youth Office at a national level and then at a local level in three key districts will establish a clear system for providing integrated service delivery to the most disadvantaged youth, thus easing their transition to decent work. He laid out the role of the Local Councils and how they will be working on a local level to design the best possible interventions for the YEF.

18. Ambassador de Palacio Espana stated that he would provide comments on the JPD by COB Wednesday.
19. Ms. Lazarevic also confirmed that her office would be providing comments by COB Wednesday.
20. Ms. Jeremic inquired about what the final procedure would be for the approval of the programme by the government
21. Ms. Lazarevic stated that MERD, as the lead ministry, would bear responsibility for seeking approval and delivering the document to all line ministries. This process should take a approximately one month.
22. Mr. Clark suggested that the UN and MERD work together to expedite this process so that when the JP is approved, there is not a gap of time waiting for the approval from the Serbian government.
23. Mr. Clark announced the need for an NSC meeting to review the JPD for the Conflict Mitigation project in southern Serbia with the expected date to be in second half of November.
24. Ms. Jeremic explained that NSC meetings would not be called for the concept notes on Children Food and Security or for Private Sector Development, but that the concept notes would be delivered for review electronically and comments by the members of the NSC could be made that way. NSC approval is required only for the full JPD.
25. All members of the NSC gave their endorsement of the Joint Programme Document for approval.
26. NSC meeting was adjourned.